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Programming arrangements

Proposals on programming arrangements for the period 2008-2011*

Summary

This report is prepared in response to Executive Board decisions 2002/18, 2005/26 and 2007/3, which requested UNDP to seek further enhancement of its programming arrangements with consideration for simplification and harmonization and taking into account existing legislation, changes foreseen as part of the strategic plan, 2008-2011, and best practices within the United Nations funds and programmes. The report presents proposals for the 2008-2011 programming arrangements — integral to the UNDP strategic plan. These proposals are intended to facilitate integrated decisions by the Executive Board to further improve, streamline, and synchronize the programme financial framework to effectively support the implementation of the strategic plan.

Proposals for enhancing the 2008-2011 programme financial framework are:

(a) A systematic adjustment of country classification thresholds at the beginning of each programming cycle to ensure that they remain constant over time;

(b) Standardization of the target for resource assignment from the core (TRAC)-2 distribution methodology by applying Executive Board decision 2005/26 to the entire pool of TRAC-1/TRAC-2 resources. Consequently there would be a 50-50 per cent share between TRAC-1 and TRAC-2, regional flexibility of up to 10 per cent above regional pro rata shares of total TRAC-1, and without country limitation on TRAC-2 resource assignments;

(c) Increase in the annual programming base of the programme financial framework from $450 to $700 million in nominal terms;

* The compilation of data required to provide the Executive Board with the most current information has delayed submission of the present report.

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(d) Adjustments to specific fixed lines of the programme financial framework, as follows:

(i) Re-cost all fixed lines to account for inflation;

(ii) Regularize the funding of Programme of Assistance to the Palestinian People in line with decision 2005/26;

(iii) Introduce a new line: gender mainstreaming;

(iv) Transfer the evaluation line to the biennial support budget;

(v) Provide limited annual volume increases to all existing fixed lines.

In accordance with the objective of maximizing resources available for country level programming in line with development priorities set forth in country programmes, the combined allocation of TRAC-1, TRAC-2, and TRAC-3 will maintain its existing share of 86 per cent of total variable lines.

Elements of a decision

The Executive Board may wish to:

(a) take note of the present report on proposals for the programming arrangements for the period 2008-2011 as an integral part of the strategic plan, 2008-2011; and

(b) approve the programme financial framework, the programming base of $700 million, the relative shares of fixed and variable lines and the proposed funding level of each individual component of the financial framework as presented in table 6.

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I. Background

1. In response to decision 2002/18, UNDP presented the midterm review of the 2004-2007 successor programming arrangements[2] to the Executive Board at its annual session 2005. The Executive Board provided subsequent guidance in decision 2005/26, which requested an assessment of the arrangements, with a particular focus on the approved changes, to be presented at its first regular session in 2007. The assessment was intended to take place in the same context as the proposal for a successor programming arrangement.

2. UNDP complied with the Executive Board request and, in submitting its assessment of the current programming arrangements,[3] focused primarily on the general effectiveness and performance, the structure of the programme financial framework, and a number of technical changes that had been introduced. The assessment was undertaken in parallel with the preparation of the UNDP strategic plan in order to enhance integration. As a result, UNDP was able to identify the following critical elements that the 2008-2011 programming arrangements should address, namely:

(a) Further streamlining and simplification of the programming arrangements, reflecting both existing legislation and the substantive and structural changes taking place within UNDP;

(b) Confirmation of the continued relevance of the current methodology and criteria used for the distribution of TRAC resources;

(c) Refinement of some elements of the programming arrangements to effectively support the priorities and goals of the UNDP strategic plan and country programme priorities.

3. This proposal on programming arrangements is presented for consideration in conjunction with the information note on the 2004-2007 programming arrangements, as requested by the Executive Board.

II. Key considerations

4. Five key, interrelated elements inform the proposals developed in this document. These are: guiding principles; the UNDP strategic plan, 2008-2011; the midterm review; the assessment of existing arrangements; and incremental progressive change.

A. Guiding principles

5. As presented in the assessment of programming arrangements, 2004-2007 (DP/2007/8), the role of regular resources is threefold: (a) to fund programmes and other initiatives at the country and inter-country levels; (b) to support selected high priority initiatives such as South-South cooperation and resident coordinator activities; and (c) to support the UNDP infrastructure. The programme financial

N.B.: Numbers in cross-references between tables may not agree due to rounding.

[2] See DP/2005/18.

[3] See DP/2007/8.

framework, which is an integral part of the programming arrangements, seeks primarily to maximize resources available for programming, especially at the country level, in line with development priorities set forth in country programmes. This principle continues to be reflected in the share of resources allocated to the TRAC-1, TRAC-2 and TRAC-3 funding 'lines'; these three lines represent 86 per cent of the 'variable' lines of the programme financial framework (table 1 offers a summary of 'variable' and 'fixed' lines that constitute the framework).

6. Existing guiding principles (which focus on least developed and lower-income countries), transparency, impartiality and predictability of resources flow for all recipient countries will remain the core of the 2008-2011 programming arrangements. This is further elaborated in the information note accompanying this document.

B. UNDP strategic plan, 2008-2011

7. The strategic plan precedes and informs the proposals on programming arrangements for the period 2008-2011. It sets forth the overall direction of UNDP support to programme countries in achieving their stated national development objectives. In fact, national ownership is the foundation for the development work of UNDP and governs the selection and design of UNDP country, regional and global programmes as well as special initiatives, such as South-South cooperation. The primary focus for accomplishing this is through the strengthening of national capacities in areas where UNDP provides a comparative advantage, in full alignment with the objectives of the Millennium Declaration.

8. The resource lines presented here constitute the programming arrangements for the period 2008-2011 and provide the funding base for individual country, regional and global programmes, which are prepared on the basis of national, regional and global priorities, a rigorous and inclusive programming process, and final approval by the Executive Board.

C. Midterm review of the existing programming arrangements

9. The 2005 midterm review of the programming arrangements for 2004-2007 provided an opportunity to consider further alignment of programme resource earmarkings affecting two interrelated areas. The first was a midterm recalculation of TRAC line 1.1.1 earmarkings for the last two years of the 2004-2007 programming period. The second involved a change in earmarkings between TRAC lines 1.1.1 and 1.1.2 for available resources over the base total programming level of $450 million. This was done specifically to provide UNDP with the flexibility to support programme country capacity development in achieving the Millennium Development Goals (MDGs). The third was a proposal and decision for a separate, predictable level of funding for the Programme of Assistance to the Palestinian People (PAPP), which was in line with General Assembly resolution A/RES/33/147 and pursuant to Executive Board decisions. Changes proposed by the Board in decision 2005/26 are critical, as they constitute the basis for further enhancement and streamlining of the 2008-2011 programming arrangements.

D. Assessment of the existing arrangements

10. This document is also informed by key findings and conclusions highlighted in document DP/2007/8, presented to the Executive Board at its first regular session 2007. The assessment discussed in that document identified critical issues to be addressed by the 2008-2011 programming arrangements, including:

(a) *Achieving* greater simplicity and transparency by simplifying resource distribution methodology, further streamlining and simplifying TRAC-2 methodology; enhancing the overall financial framework and its components; and, to the extent possible, simplifying the cost categorization of UNDP activities in relation to functions funded in the biennial support budget;

(b) *Aligning* the financial framework with the strategic plan through resource facilities (lines) within the programming arrangements to reflect priorities clearly; and

(c) *Integrating* strategic and financial planning with Executive Board review processes so as to provide the Board with a holistic view of the strategic plan, the programming arrangements and the biennial support budget. This would also align the midterm review of the programming arrangements with that of the strategic plan.

E. Progressive and incremental changes

11. UNDP recognizes the need to continue to refine its programming arrangements to support implementation of the strategic plan most effectively. However, UNDP is also aware it must adapt to new demands and emerging priorities progressively, in a manner that provides sufficient time to adjust country programmes to proposed changes, while also limiting risks to substantive and financial commitments. UNDP is proposing the introduction of progressive, incremental changes in the 2008-2011 programming arrangements, based on guidance from the forthcoming midterm review.

12. Proposals presented in the following sections focus on three critical and inter-related elements: the resources framework structure; the annual programme allocation baseline, currently established at $450 million; and the specific lines of the framework and distribution of resources therein.

III. Proposals for the 2008-2011 programming arrangements

13. The main legislative features introduced in 2002 for the 2004-2007 programming arrangements remain unchanged for 2008-2011. They are presented in annex 1 and relate to four areas: (a) the distinction between fixed and variable lines, (b) the concept of fixed annual amounts to selected components of the programming arrangements framework, (c) the percentage share of variable lines; and (d) the TRAC distribution methodology. Detailed proposals for individual components of the programme resources framework are presented in this chapter.

A. Resource framework structure

14. During the 2008-2011 period, UNDP proposes to maintain the existing overall structure of the programme financial framework with distinctions between variable and fixed lines, as summarized in table 1.

15. The objective of distinguishing between fixed and variable lines was to ensure: (a) that fixed lines were adequately funded so that they could contribute to expected results; and, most importantly, (b) that country level and related activities covered by the variable lines (TRAC-1/TRAC-2, TRAC-3, regional and global programmes) would benefit from future resource growth, as core resources available above the baseline are fully allocated to variable lines.

16. Fixed lines were introduced at a time when the total level of regular resources was estimated to be relatively low. Each fixed line represents a specific programme that is designed to provide direct support or essential inputs for key country level operations and substantive programmatic activities of UNDP at the global, regional and country levels. Annex 1 highlights fixed lines and the main legislative features introduced for the 2004-2007 programming period.

Table 1
Programme financial framework, 2004-2007

Variable lines

Lines 1.1.1 and 1.1.2 – TRAC-1/TRAC-2
Line 1.1.3 – TRAC-3
Line 1.2 – Regional programmes
Line 1.3 – Global programme

Fixed lines

Line 1.4 – Evaluation
Line 1.5 – South-South cooperation programme
Line 1.6 – Human Development Report Office
Line 1.6 – Office of Development Studies
Line 1.6 – Economist programme

Line 3.1.1 – Development support services
Line 3.1.2 – Support to resident coordinator

B. Annual programming base

17. During 2008-2011 UNDP proposes to increase the annual programming base from $450 million to $700 million.

18. The annual programming base for 2004-2007 was established at $450 million during a period of declining regular resources to ensure that a critical mass of resources would be available to the fixed lines, while any amounts available above that level would flow exclusively to the variable lines. Conversely, if available resources were to fall below the $450 million baseline in a given year, the fixed

lines would be proportionally reduced. During 2004-2005, programme resources were released at the $450 million baseline. As the resource situation improved in 2006-2007, programme resources were released in the amount of $550 million. The regular resource situation of UNDP is expected to continue to improve, as reflected in the strategic plan. Therefore, it is proposed that the annual programming base during 2008-2011 be established at $700 million with an understanding that, as and when the resource situation warrants, regular resources available to programmes above the $700 million[4] baseline will be allocated exclusively to the variable lines.

C. Programme financial framework lines and distribution

19. Within the existing programme financial framework structure, UNDP proposes some enhancements to selected variable and fixed lines, with limited impact on the overall distribution of resources. These enhancements are summarized for each line in table 2. UNDP also proposes to re-cost the fixed lines to account for inflation over the past four years. The rationale and substance for each proposal is further elaborated in the remainder of this section.

Table 2
Summary of proposals for individual lines for 2008-2011

Variable lines		**Proposed enhancements for 2008-2011**
Lines 1.1.1 and 1.1.2	– TRAC-1/TRAC-2	*(a) Change in country classification threshold* *(b) Application of Executive Board decision 2005/26*
Line 1.1.3	– TRAC-3	*No change in percentage share*
Line 1.2	– Regional programmes	*No change in percentage share*
Line 1.3	– Global programme	*No change in percentage share*
Fixed lines		
Line 1.4	– Evaluation	*Transfer to biennial support budget*
Line 1.5	– South-South cooperation programme	*Real growth*
Line 1.6	– Human Development Report Office	*Real growth*
Line 1.6	– Office of Development Studies	*Real growth*
Line 1.6	– Economist programme	*Real growth*
Line 3.1.1	– Development support services	*Real growth*
Line 3.1.2	– Support to resident coordinator	*Real growth*
Proposed new fixed line and regularization of decision 2005/26		
Programme of Assistance to the Palestinian People		*New line (regularization of decision 2005/2)6*
Gender mainstreaming		*New line*

[4] The regular resources financial projections in the strategic plan, 2008-2011, are $5.3 billion in nominal terms.

TRAC-1 proposal: Introduce a systematic adjustment of country classification thresholds at the beginning of each four year programme cycle

20. The Administrator proposes to index 2005 country classification thresholds to international inflation for the period of 2002-2005 to ensure they remain constant in real terms over time. The income thresholds would be adjusted every four years, using the Word Bank methodology, to incorporate the effect of international inflation, which is measured by the average inflation of Japan, the United Kingdom, the United States and the 'Euro Zone'[5]. For 2008-2011 programming arrangements, UNDP proposes to use the 2001 thresholds adjusted to 2005 real terms.

21. For the purpose of TRAC-1/TRAC-2 resources distribution, countries are classified in three categories: low income countries (LICs), middle income countries (MICs) and net contributor countries (NCCs). Some countries are also granted least developed country (LDC) status by General Assembly resolutions. Countries are categorized during a four-year planning period using World Bank per capita gross national income (GNI), as indicated below:

Category	GNI per capita breakpoints
Low income	Less or equal $900
Middle income	From $901 to $4,700
Net contributor	higher than $4,700

22. Countries in the low- and middle-income categories are eligible to receive UNDP regular funding for programmatic activities in line with its mandate. Regular resources (TRAC-1) are allocated to individual countries based on a formula agreed upon with the Executive Board. The main criteria of the formula are GNI per capita and population. Those criteria will continue to apply in 2008-2011. UNDP will continue to use the World Bank methodology in calculating the GNI per capita.

23. In the past, UNDP has revised the LIC, MIC and NCC thresholds. The threshold for LICs was revised for the current programming cycle from $750 to $900. The objective of indexing the classification thresholds is to take account of real (as opposed to nominal) economic growth in the allocation of TRAC-1 resources. Thus, the thresholds remain constant in real terms over time. As there is continuous graduation due to economic growth and/or world inflation, indexing would better reflect countries that are experiencing real economic growth. The result is that classification of countries is more stable over time. According to World Bank data, the average international inflation that is derived from the 'special drawing rights' inflation rates from 2002 to 2005 was about 4 per cent. Thus, $900 and $4,700 in 2001 dollars would respectively amount to roughly $1,050 and $5,500 in 2005 dollars.

24. According to the latest GNI per capita available (2005), a number of countries are moving from the low to middle income category, from the middle to low income

[5] The inflation rate representing international inflation is measured by the change in the special drawing right (SDR) deflator. SDRs are the unit of account for the International Monetary Fund.

category, and from the low and middle income to net contributor category. Annexes 2 and 3 present the details of country movements between the different income categories based respectively on non-indexed and indexed thresholds for country classification. Table 3, below, compares the movement of countries between income categories based on the 2005 indexed and non-indexed GNI per capita thresholds.

Table 3
Indexed versus non-indexed gross national income per capita thresholds; changes in country income category

	2004-2007 based on 2001 GNI per capita	**2008-2011 based on 2005 non-indexed GNI thresholds**	**2008-2011 based on 2005 indexed GNI thresholds**
Country category	Number of countries	Number of countries	Number of countries
Low income	72	56 *(minus 16)*	63 *(minus 9)*
Middle income	70	69 *(minus 1)*	74 *(plus 4)*
Net contributor	32	49 *(plus 17)*	37 *(plus 5)*
Total	174	174	174

25. Table 4, below, shows the proposed 2008-2011 programming arrangements country classification thresholds, revised to reflect indexed 2005 GNI per capita thresholds that impact countries (also see annex 3). The approved TRAC-1 resource distribution for 2004-2007 (with an annual programming baseline of $450 million) is compared with the equivalent resource distribution for 2008-2011 (with an annual programming baseline of $700 million) based on the non-indexed and indexed thresholds for country classification, as shown in annex 4.

Table 4
Proposed revised income thresholds for 2008-2011

Category	**Existing (2001) GNI per capita thresholds for 2004-2007**	**Proposed indexed (2005) GNI per capita thresholds for 2008-2011**
Low income	Less or equal $900	Less or equal $1,050
Middle income	from $901 to $4,700	From $1,051 to $5,500
Net contributor	higher than $4,700	Higher than $5,500

TRAC-2 proposal: streamlining distribution methodology

26. The Administrator proposes to streamline and simplify TRAC-2 arrangements by standardizing the TRAC-2 distribution methodology through the application of Executive Board decision 2005/26 to the entire pool of TRAC-1/TRAC-2 resources. The focus of TRAC-2 resources remains on supporting national capacity towards achievement of the MDGs.

27. The arrangements governing the assignment of TRAC-2 resources were originally established by Executive Board decision 1995/23 and reaffirmed, with

some slight modifications, in decisions 1998/19, 1999/2 and 2002/18. In essence, the TRAC-2 facility was designed to provide the Administrator with the flexibility to allocate resources to high-impact, high-leverage activities and to reward programme quality. Despite its original policy intent, the flexibility and effectiveness of the TRAC-2 facility was constrained by a number of factors – the most significant of which was a declining regular resource base – and mandated distribution principles and ceilings that limited the flexibility of resource flows.

28. These concerns were addressed during the mid-term review of the 2004-2007 programming arrangements, resulting in the introduction of a number of temporary changes to the TRAC-2 distribution methodology for programme resources above the $450 million baseline, per Executive Board decision 2005/26, highlighted in the box below.

TRAC-2 resources available above the programming base level of $450 million

Ratio of internal earmarking between TRAC-1.1.1 and 1.1.2: the ratio is fixed at 50:50;

Established regional percentages: unchanged; the percentages remain as per decision 2002/18;

Country limitation: There is no country limitation;

Regional distribution: there is a flexibility of up to 10 per cent above regional pro rata shares of total TRAC-1. This flexibility would allow movement of resources across regions and would be utilized in exceptional cases.

29. In view of the above, TRAC-2 resources are currently allocated under two different methodologies according to the overall levels of regular resources available to programmes: (a) at or below the $450 million baseline; and (b) above the $450 million baseline. In reviewing the existing arrangements, UNDP conducted a survey of country offices to assess the effectiveness of the current TRAC-2 arrangements. Respondents pointed to the need to simplify and streamline this two-pronged approach, which results in a complex internal process for allocating TRAC-2 resources.

30. Decision 2005/26 recognizes that capacity development and ownership of national development strategies are essential for the achievement of the MDGs. The objective of the TRAC-2 distribution changes approved in that decision was to enhance the capacity of programme countries for the achievement of the MDGs. The application of decision 2005/26 to the whole pool of TRAC-1/TRAC-2 resources results in an internal 50-50 distribution of TRAC-1/ TRAC-2. This removes any country-level limitation in the allocation of TRAC-2 resources, simplifies and streamlines the TRAC-2 distribution process, and provides for interregional flexibility (up to 10 per cent).

TRAC-3 and other variable lines

31. TRAC-3 continues to provide the Administrator with a capacity to respond swiftly and flexibly to the needs of countries in special development situations. Over the years, this facility has proven to be instrumental in addressing critical programmatic needs as crises occur. There is no specific allocation formula; resources are immediately and exclusively allocated on an as-needed basis. It is

proposed that the TRAC-3 facility retain its current share of 7.2 per cent of total variable lines for the period 2008-2011.

Regional programmes

32. Regional programmes for Africa, Latin America and the Caribbean, and Asia and the Pacific will be presented and discussed at the second regular session 2007 of the Executive Board. The three programmes are synchronized and aligned with the programming period and priorities of the UNDP strategic plan. The main thrusts of these programmes are presented in documents for consideration by the Board in the context of the 2008-2011 programming arrangements. It is proposed that the existing percentage share of resources allocated to regional programmes be maintained at 9 per cent of total variable lines. The two remaining regional programmes – Arab States and Europe and the Commonwealth of Independent States – are still ongoing, for the periods 2006-2009 and 2006-2010, respectively.

The global programme

33. The current global programme covers 2005-2007; an in-depth evaluation of the programme is planned for the last quarter of 2007. UNDP is submitting a request to the Executive Board to extend the current global programme to 2008. It is proposed that the existing share of resources allocated to the global programme be maintained at 5 per cent of total variable lines.

Proposed adjustments to fixed lines

34. The Administrator proposes to make the following adjustments to fixed lines, which are also reflected in the funding levels summarized in table 5. The adjustments are:

(a) Re-cost all fixed lines to account for inflation;

(b) Regularize the funding of the PAPP in line with decision 2005/26;

(c) Introduce a new line – gender mainstreaming;

(d) Transfer the evaluation line to the biennial support budget;

(e) Provide limited annual volume increases to all existing fixed lines.

Table 5
Summary of proposed changes in the fixed lines

(millions, in nominal terms)

Fixed lines	2004-2007	2008-2011		
	$450 million baseline approved by Executive Board	$700 million baseline proposal	Cost increase $	Volume increase $
	$ (annual)	$ (annual)	(annual)	(annual)
Line 1.4 – Evaluation	2.5	-	-	(2.5)
Line 1.5 – South-South cooperation	3.5	4.5	0.5	0.5
Line 1.6 – Human Development Report Office	5.3	6.7	0.7	0.7
Line 1.6 – Office of Development Studies	1.1	1.8	0.2	0.5
Line 1.6 – Economist programme	4.5	7.0	2.3	0.2
Line 3.1.1 – Development support services	6.0	7.0	0.7	0.3
Line 3.1.2 – Support to resident coordinator	13.5	16.0	1.8	0.7
Proposed new line (and regularization of decision 2005/26)				
Programme of Assistance to the Palestinian People	--	3.2	0.2	3.0
Gender mainstreaming	--	3.2	0.2	3.0
	36.4	49.4	6.6	6.4

Evaluation

35. The transfer of the evaluation programme from the programming arrangements to the biennial support budget is in line with the harmonized approach of UNDP to results based budgeting with UNFPA and the United Nations Children's Fund (UNICEF). Corporate evaluation is recognized as an integral part of corporate oversight and accountability. Accordingly, it is one of 16 harmonized functions that the three organizations have recognized as critical to support organizational management and operational capacity.

South-South cooperation programme

36. The proposed fixed allocation for the South-South cooperation programme is $4.5 million. This incorporates an annual volume increase of $0.5 million necessary to strengthen the programmatic and substantive capacity of the Special Unit for South-South Cooperation. The programme is designed to finance the sharing of successful South-South experiences, expertise and knowledge, with the objective of

making them an integral part of country, regional and interregional programmes while introducing cost-effective modalities for South-South technical cooperation. This line provides base funding to support those activities. In addition, UNDP will continue to fund the operational capacity of the Special Unit with approximately $2 million per year from the biennial support budget.

37. At its annual session 2007, the Executive Board discussed the report on the implementation of the third cooperation framework for South-South cooperation, 2005-2006. As a result of that review, the Executive Board adopted decision 2007/25 that encourages further mainstreaming of South-South perspectives into UNDP and United Nations system programme activities. The Executive Board also reiterated the importance of capacity-building, knowledge sharing and dissemination of best practices in development solutions and innovations as a "means of achieving self reliance and sustainability". The South-South programme cooperation framework will be subject to an independent evaluation; subsequent to which the fourth cooperation framework will be presented to the Executive Board session in January 2008. Given the continued importance of this programme as outlined in the strategic plan, it is proposed that the funding of this programme be increased as indicated in the preceding paragraph. South-South cooperation will continue to be mainstreamed into regional and country programmes, and additional resources will be mobilized by the Special Unit for South-South Cooperation.

Human Development Report Office

38. The proposed fixed allocation for the Human Development Report Office (HDRO) is $6.7 million. This incorporates an annual volume increase of $0.7 million necessary to sustain and enhance this worldwide policy and advocacy document on global development issues. Since 1990 – the year of its inception – the Human Development Report (HDR) has become a critical publication for academics, policy makers and the public around the world. The interest in policy recommendations put forth in successive HDRs continues to grow, reflected in numerous presentations to important national and global policy-making forums. Building on those successes, the main priorities for HDRO for 2008-2011 are:

(a) *Extend the cycle of research and production of the report from 12 months to 24.* The longer research cycle would enable HDRO to foster stronger links with the research community on selected themes. Also, the extended schedule would enhance transparency in the preparation of the report while respecting editorial independence.

(b) *Implement a sustained follow-up of the main policy recommendations of the HDR after the report is launched.* The follow-up strategy will include working both internally and externally to bring the policy recommendations made in the report to the programme level.

(c) *Strengthen support to human development country teams and regional teams.* HDRO provides support on demand to several processes of elaboration of national human development reports worldwide. Nevertheless, HDRO aims to become a real catalyst of human development knowledge and practices through: the publication of the annual global Human Development Report; discussions on human development and statistics networks; and training courses and activities organized with partners from academia, civil society, and sister organizations.

Office of Development Studies

39. The proposed fixed allocation for the Office of Development Studies (ODS) is $1.8 million. This incorporates an annual volume increase of $0.5 million. The proposed increase reflects the need to adequately fund this strategic function whose mandate is to scan the development horizon for new thinking on economics, development and global challenges. ODS collects up-to-date information on key areas and keeps abreast of relevant literature and policy developments, allowing it to play a critical advisory and quality-control role on behalf of the Administrator with regard to policy analysis on substantive economic and development issues.

40. Long-term, in-house research on topics of strategic relevance to UNDP is a critical element of ODS work. This ensures that specific issues and challenges are analysed from a perspective that is relevant to UNDP priorities. The main outputs will continue to be working papers, published booklets on key development issues, and publications in economic journals. The proposed funding increase will ensure that ODS is staffed with the substantive capacity critical to carrying out the strategic work of the organization.

The economist programme

41. The proposed fixed allocation for the economist programme is $7.0 million. This incorporates an annual volume increase of $0.2 million and a $2.3 million increase in costs. The latter reflects the fact that the economist programme is implemented through a network of economic advisors; the cost calculated for these advisors at current staffing levels, based on International Civil Service Commission standard salary and entitlement tables, is estimated at $6.8m per year.

42. The economist programme is concentrated mainly in sub-Saharan Africa. The importance of the programme has been reaffirmed by periodic evaluations, the most recent of which was conducted in the second half of 2006 in response to the introduction of a new UNDP strategy for Africa, intensified United Nations reforms, and the evolving development cooperation architecture. The review indicated that the economist programme was and continues to be a major asset in its support to sub-Saharan African countries.

43. The work of the programme in the coming four years will focus on supporting critical areas of the 2008-2011 strategic plan and responding to specific country demands in the following areas: (a) MDG-based planning processes; (b) formulation of pro-poor economic policies and inclusive growth strategies, including the empowerment of women and promotion of gender equality; (c) reinforcement of capacity development in all four UNDP focus areas and to help sustain national changes in human development; (d) contribution to greater coherence within the United Nations system; and (e) knowledge management and dissemination of best practices.

Development support services

44. The proposed fixed re-costed allocation to development support services is $7.0 million, which incorporates an annual volume increase of $0.3 million. Those resources will be distributed equitably to country offices. The average amount available for each country is about $50,000 per year.

45. A review of the existing programming arrangements reaffirmed the importance of this facility, which enables country level management to obtain independent, short-term expert advice nationally, regionally or internationally. That advice is often used to kick start the programming process. Though limited, the above amount provides UNDP country offices with a modest pool of resources to leverage resources mobilization in critical development areas.

Programme support to the resident coordinator system

46. The proposed fixed allocation for programme support to the resident coordinator system is $16 million, which incorporates an annual volume increase of $0.7 million.

47. The vision of UNDP support to the resident coordinator system is presented in the strategic plan, which also highlights United Nations coordination for coherence. Existing programming arrangements stress the importance of adequately funding the programmatic support of the resident coordinator system. Proposed funding for 2008-2011 represents programme resources available to resident coordinators which serves as seed money in support of United Nations programming. The proposed level of $16 million will continue to provide an average of $100,000-$150,000 per country office.

48. In addition to the proposed $16 million per year allocation under the programming arrangements, it is estimated that UNDP will provide approximately $110 million per year in management support through the biennial support budget, including: ongoing country office and headquarters support; support from United Nations system cross cutting funds, such as the United Nations Volunteers and the United Nations Capital Development Fund (UNCDF); and a number of new investments. Thus, the total UNDP contribution to United Nations system-wide coherence and coordination, inclusive of the proposed fixed line-support to the resident coordinator, will approximate $125 million per year (about 0.8 per cent of the total funding for United Nations system operational activities in 2005).

Programme of Assistance to the Palestinian People

49. The incorporation of the PAPP as a fixed line in the programming arrangements is consistent with Executive Board decision 2005/26, which approved a predictable level of annual funding in the amount of $3 million for the programme during 2006 and 2007. The proposed fixed allocation is re-costed to $3.2 million to take inflation into account.

Gender mainstreaming

50. The incorporation of gender mainstreaming as a fixed line in the programming arrangements reflects previous Executive Board requests for UNDP to commit resources in this area. Accordingly, UNDP exceptionally allocated $3 million per year from the 2006-2007 biennial support budget, since it was the only source of funding available. This was further supplemented by $2 million per year in resources internally earmarked from regional and global programmes, which will continue during 2008-2011. UNDP will continue to fund the operational capacity of the Gender Unit within the biennial support budget with an estimated annual amount of $0.7 million. The proposed fixed allocation is re-costed to $3.2 million to take inflation into account.

51. In addition to the base programme funding from regular resources, a gender trust fund has been established. A UNDP gender strategy for 2008-2011 will be available at the end of 2007 and will outline key policy development and programmatic focus areas in order to achieve gender equality results in each of the four focus areas.

IV. Proposed 2008-2011 programming arrangements resource framework

52. Proposals for enhancing the 2008-2011 resource allocation system are reflected in table 6, which highlights the programme financial framework and provides the 2004-2007 framework for comparison. The Administrator proposes a mid-term review and re-costing of the fixed lines in synchronization with the mid-term review of the strategic plan and the presentation of the 2010-2011 biennial support budget. The mid-term review would assess the adequacy of funding for fixed lines and propose the necessary adjustments. The following summarizes the changes proposed by the Administrator:

(a) *Change* country classification thresholds to account for world average inflation rate for the last four years in order to take into account real economic growth of TRAC recipient countries (the inflation rate used is 4 per cent.

(b) *Standardize* TRAC-2 distribution methodology by applying Executive Board decision 2005/26 to the entire pool of TRAC-1/TRAC-2 resources. Consequently, there would be a 50-50 per cent share between TRAC-1 and TRAC-2, regional flexibility of up to 10 per cent above regional pro rata shares of total TRAC-1, and no country limitation on TRAC-2 resources.

(c) *Increase* the annual programming base of the programme financial framework from $450 million to $700 million.

(d) *Enhance* fixed lines of the programme financial framework as follows:

(i) Re-cost all fixed lines to account for inflation;
(ii) Introduce two new lines – gender mainstreaming and PAPP;
(iii) Transfer the evaluation line to the biennial support budget;
(iv) Provide limited annual increases to all existing fixed lines.

Table 6
UNDP regular resources annualized programme financial framework for 2004-2007 and 2008-2011

(millions, in nominal terms)

	2004-2007		2008-2011	
	$450m baseline approved by the Executive Board		$700m baseline	
Variable lines	**%**	**$ (annual)**	**%**	**$ (annual)**
Lines 1.1.1 and 1.1.2 – TRAC-1/ TRAC-2	78.8%	325.9	78.8%	512.7
Line 1.1.3 – TRAC-3	7.2%	29.8	7.2%	46.8
Line 1.2 – Regional programmes	9.0%	37.2	9.0%	58.6
Line 1.3 – Global programme	5.0%	20.7	5.0%	32.5
Total variable lines	100.0%	413.6	100.0%	650.6
Fixed lines		**$**		**$**
Line 1.4 – Evaluation		2.5		-
Line 1.5 – South-South cooperation programme		3.5		4.5
Line 1.6 – Human Development Report Office		5.3		6.7
Line 1.6 – Office of Development Studies		1.1		1.8
Line 1.6 – Economist programme		4.5		7.0
Line 1.8 – Programme of Assistance to the Palestinian People		-		3.2
Line 1.8 – Gender mainstreaming		-		3.2
Line 3.1.1 – Development support services		6.0		7.0
Line 3.1.2 – Support to resident coordinator		13.5		16.0
Total fixed lines		**36.4**		**49.4**
Grand total		**450.0**		**700.0**
TRAC-1/ TRAC-2 line as a percentage of grand total		**72.4%**		**73.2%**
Variable lines as a percentage of grand total		**91.9%**		**92.9%**
Fixed lines as a percentage of grand total		**8.1%**		**7.1%**

V. Other considerations

53. Executive Board decisions 2005/26 and 2007/3 requested UNDP, in proposing successor programming arrangements, to consider opportunities for harmonization and building on best practices within the United Nations funds and programmes.

54. UNDP continues to collaborate with UNFPA and UNICEF in order to capitalize on best practices within the three organizations. The introduction of a minimum TRAC allocation in UNDP in the current programming arrangements is a product of the collaboration. In the process of preparing the present proposal, UNDP, UNFPA and UNICEF held informal consultations and reviews of the critical aspects of their respective resources allocation frameworks. The meetings reconfirmed similarities and differences within the three organizations related to mandates, organizational structures and management requirements driven by the way the organizations are organized to respond to programme country demands. Similarly, the frameworks in place are designed to respond to oversight requirements from the respective Executive Boards. UNDP is aware that opportunities remain for future enhancement and simplification. Areas that could be considered for future enhancement in the context of the mid-term review include UNCDF, cost classifications, and programming arrangements terminology.

United Nations Capital Development Fund

55. In response to Executive Board Decision 2007/28 on the strategic partnership between UNDP and UNCDF, both organizations continue to explore opportunities to increase donor contributions to UNCDF core programmes. Particular emphasis is placed on ways to further leverage the programmatic contributions of UNCDF within the context of the UNDP strategic plan with respect to decentralized local development and micro-financing activities. Of paramount importance is the need to ensure a more predictable and stable funding base for UNCDF, including appropriate funding levels. UNDP will continue to provide $5 million per year from its biennial support budget to support UNCDF management activities underpinning its development programme. UNDP will also continue to provide increasing levels of funding to jointly support UNCDF-UNDP programmes through country, regional, and global resource facilities falling under the 2008-2011 programming arrangements. In the past, this has averaged approximately $12 million per year. Moving forward, UNDP and UNCDF are exploring alternative methods for strengthening UNCDF investment opportunities at the country level. Both organizations agree that increased resources need to be provided directly to UNCDF in order to fund core programme activities, thus ensuring the long-term sustainability and financial integrity of UNCDF, especially for the funding of investment activities in LDCs. Joint consultations with donor countries are planned in this regard.

Cost classification and the overall programme financial framework

56. The report on the UNDP strategic plan, programming arrangements and biennial budget (DP/2007/CRP.2), presented at the first regular session 2007, raised the issue of the cost classification of activities and functions funded from the biennial support budget and the programming arrangements. The Administrator will continue to address this issue in a progressive manner so as to ensure better clarity and accountability with respect to the work of UNDP. The objective is for all activities providing direct support to programme effectiveness functions to be covered by the programming arrangements framework, and for activities related to the support of management functions to be funded from the biennial support budget.

Terminology of programming arrangements

57. Board members have raised questions about the meaning of 'programming arrangements' and related terminology. The term 'programming arrangements' predates the multi-year funding framework and the strategic plan, and has been used interchangeably to indicate both the corporate programming framework of UNDP and its regular resources allocation system for programme activities. Programming arrangements – an integral part of the strategic plan – represent the system of allocation of regular resources to programme activities. Moving forward, consideration should be given to phasing out the term 'programming arrangements' in favour of the term 'regular resources allocation for programme activities'.

Annex 1

Main legislative features of the 2004-2007 programming arrangements

1. Introduction of a distinction between fixed and variable lines.

2. Establishment of fixed annual absolute amounts to selected components:
   - Human Development Report Office ($5.3 million)
   - Office of Development Studies ($1.1 million)
   - Economist programme ($4.5 million)
   - Development support services ($6 million)
   - Resident coordinator system ($13.5 million)
   - Evaluation Office ($2.5 million)
   - Technical Cooperation among Developing Countries (South-South, $3.5 million)

- Allocations to variable lines: *
  - TRAC-1.1.1 and 1.1.2 (78.8 per cent)
  - TRAC-1.1.3 (7.2 per cent)
  - Regional programmes (9 per cent)
  - Global programme (5 per cent)
  - Annual planning base of $450 million and adjustments

- TRAC distribution methodology:
  - TRAC 1 distribution formula applies to one pool of resources [6]
  - Low income country allocation range set at 85 – 91 per cent
  - Minimum allocation of $350,000 to all non-net contributor country and multi-country offices (plus use of TRAC-1.1.2 to compensate for TRAC-1.1.1 shortfalls)
  - Mid-term recalculation of TRAC-1.1.1 earmarkings
  - Special arrangements for a net contributor country that experiences a 25 per cent drop in GNI/capita
  - Extension of net contributor country grace period from three years to four years.

*Available programme resources, net of fixed-line amounts.

[6] There existed, in the 2001-2003 programming framework, two pools of resources for low- and middl- income countries. The TRA-1 distribution methodology applied to two pools of resources, which created some distortions in the progressivity feature of the distribution formula.

Annex 2

Country movements using non-indexed thresholds

New low-income from middle-income
Iraq
Total: 1

New middle-income from low-income
Angola
Armenia
Azerbaijan
Cameroon
China
Congo
Djibouti
Georgia
Guyana
Honduras
Indonesia
Kiribati
Lesotho
Nicaragua
Sri Lanka
Ukraine
Total: 16

New NCC* from low-income
Equatorial Guinea
Subtotal: 1
New NCC from middle-income
Botswana
Chile
Cook Islands
Croatia
Gabon
Latvia**
Lebanon
Lithuania**
Malaysia
Mauritius
Montserrat
Poland**
Saint Lucia
Slovak Republic**
South Africa
Turkey
Subtotal: 16
Total: 17

* For new NCCs, a grace period of four years applies; thus new NCCs will receive 60 per cent of their previous TRAC 1. In addition they are eligible for TRAC 2 and for countries in crisis such, as Lebanon they are eligible for TRAC 3 resources.

** European Union country that relinquished its TRAC-1 from 2006.

Net movements

- **Low income: minus 16** low-income to middle-income countries; **minus 1** low-income to net contributor country; **plus 1** middle-income to low-income country;
- **Middle income**: **plus 16** low-income to middle-income countries; **minus 16** middle-income to net contributor countries; **minus 1** middle-income to low-income country; and
- **Net contributor**: **plus 1** net contributor country from low-income country; **plus 16** net contributor countries from middle-income countries.

Annex 3

Country movements using indexed thresholds

New low-income from middle-income
Bolivia
Iraq
Total: 2

New middle-income from low-income
Angola
Armenia
Azerbaijan
China
Equatorial Guinea
Georgia
Honduras
Indonesia
Kiribati
Sri Lanka
Ukraine
Subtotal: 11
New middle-income from NCC
Saint Helena
Venezuela
Subtotal: 2
Total: 13

New NCC* from middle-income
Chile
Croatia
Latvia**
Lebanon
Lithuania**
Poland**
Slovak Republic**
Total: 7

* For new NCCs, a grace period of four years applies; thus new NCCs will receive 60 per cent of their previous TRAC 1. In addition they are eligible for TRAC 2 and for countries in crisis such, as Lebanon they are eligible for TRAC 3 resources.

** European Union country that relinquished its TRAC-1 from 2006.

Net movements

- **Low income: minus 11** low-income to middle-income countries; **plus 2** low-income from middle-income countries;
- **Middle income**: **plus 11** low-income to middle-income countries; **plus 2** net contributor countries to middle-income countries; **minus 2** middle-income to low-income countries; **minus 7** middle-income to net contributor countries;

  Net contributor: **plus 7** net contributor countries from middle-income countries; **minus 2** net contributor countries to middle-income countries.

Annex 4

TRAC-1 resource distribution for 2004-2007 (baseline of $450m) compared to 2008-2011 (baseline $700m) with non-indexed and indexed thresholds

	2004-2007 2001 GNI per capita $450 million baseline		2008-2011 2005 GNI per capita $700 million baseline Non-indexed thresholds		2008-2011 2005 GNI per capita $700 million baseline Indexed thresholds	
Category/ region	$ millions	As percentage of total TRAC-1	$ millions	As percentage of total TRAC-1	$ millions	As percentage of total TRAC-1
LIC	171.2	88%	214.7	86%	218.0	87%
MIC	23.1	12%	35.6	14%	32.3	13%
Total	**194.3**	**100%**	**250.3**	**100%**	**250.3**	**100%**
LDC	116.3	60%	161.5	65%	159.5	64%
Africa	94.8	49%	132.6	53%	132.6	53%
Asia and Pacific	57.3	29%	71.3	28%	71.0	28%
Arab States	14.3	7%	17.0	7%	16.8	7%
Latin America and Caribbean	10.7	6%	11.9	5%	12.2	5%
Europe and the Commonwealth of Independent States	17.2	9%	17.5	7%	17.7	7%
Total	**194.3**	**100%**	**250.3**	**100%**	**250.3**	**100%**
NCC	1.0		4.7		2.2	

Note: For 2004-2007, a $1.3 million reserve exists for potential adjustments to TRAC-1. Similarly, for 2008-2011, a $6 million reserve is proposed for potential adjustments to TRAC-1.

Annex 5

Distribution of resources based on current TRAC-1/TRAC-2 legislation and proposed changes for 2008-2011

	2004-2007					2008-2011						
	Current distribution					Current distribution					Proposal	
	At **$550** million* total level of resources using the ***current*** TRAC-1/TRAC-2 distribution methodology					At **$700** million** total level of resources using the ***current*** TRAC-1/TRAC-2 distribution methodology					At **$700** million*** total level of resources using the ***proposed*** TRAC-1/TRAC-2 distribution methodology	
Variable lines	**60/40 distribution between TRAC-1/TRAC-2 at the $450m baseline**		**50/50 distribution between TRAC-1/TRAC-2 above the $450m baseline**		**Total**	**60/40 distribution between TRAC-1/TRAC-2 at the $450m baseline**		**50/50 distribution between TRAC-1/TRAC-2 above the $450m baseline**		**Total**	**50/50 distribution between TRAC-1/TRAC-2 for the total $700 million level of resources**	
	%	$ (annual)	%	$ (annual)		%	$ (annual)	%	$ (annual)		%	$ (annual)
TRAC-1	**47.3%**	195.6	**39.4%**	39.4	235.0	**47.3%**	189.4	**39.4%**	98.5	287.9	**39.4%**	256.3
TRAC-2	**31.5%**	130.4	**39.4%**	39.4	169.8	**31.5%**	126.3	**39.4%**	98.5	224.8	**39.4%**	256.3
TRAC-3	7.2%	29.8	7.2%	7.2	37.0	7.2%	28.8	7.2%	18.0	46.8	7.2%	46.8
Regional programmes	9.0%	37.2	9.0%	9.0	46.2	9.0%	36.1	9.0%	22.5	58.6	9.0%	58.6
Global programme	5.0%	20.7	5.0%	5.0	25.7	5.0%	20.0	5.0%	12.5	32.5	5.0%	32.5
Total variable lines	100.0%	**413.6**	100.0%	**100.0**	**513.6**	100.0%	**400.6**	100.0%	**250.0**	**650.6**	100.0%	**650.6**
Total fixed lines		**36.4**			**36.4**		**49.4**			**49.4**		**49.4**
Grand total		**450.0**		**100.0**	**550.0**		**450.0**		**250.0**	**700.0**		**700.0**

* The current distribution methodology distributes TRAC-1/TRAC-2 resources at the 60/40 ratio. Per Executive Board decision 2005/26, the TRAC-1/TRAC-2 resource distribution ratio becomes 50:50 above $450 million (indicated as $100 million in the above table). This two-pronged resource distribution approach was implemented for the years 2006-2007.

** This resource distribution methodology reflects TRAC-1/TRAC-2 using the current two-pronged approach of distributing TRAC-1/ TRAC-2 at the 60:40 ratio at the $450 million level and the 50:50 ratio for resources above $450 million (indicated as $250 million in the table above).

*** The resource distribution methodology reflects all TRAC-1/TRAC-2 resources at the 50:50 ratio.

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UNIFEM strategic plan, 2008-2011*

Summary

The UNIFEM strategic plan, 2008-2011 provides strategic policy and management direction for UNIFEM to increase its development effectiveness, strengthen strategic partnerships and mobilize resources for the next four years. It outlines how UNIFEM will work in partnership with United Nations system Member States and civil society organizations to contribute to the achievement of the Millennium Development Goals (MDGs) and other internationally agrees goals. The strategic plan builds on achievements and lessons learned from the previous multi-year funding framework, 2004-2007 (MYFF), as well as relevant decisions 2004/10, 2005/22, and 2006/21 of the Executive Board of UNDP/UNFPA. It highlights the importance of UNIFEM work in the United Nations system as a catalyst and innovator that promotes gender equality in line with national priorities. Opportunities to mainstream gender equality in the context of United Nations reform and national-level coordination mechanisms are emphasized.

In alignment with the strategic plans being submitted by UNDP and UNFPA, the UNIFEM plan includes: a development results framework, a managing for results framework, and an integrated financial resources framework. These are the frameworks for accountability on which UNIFEM will regularly report on progress to the Executive Board in a harmonized manner with UNDP and UNFPA.

* The compilation of data required to provide the Executive Board with the most current data has delayed submission of the present report.

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The strategic is realistically ambitious in the development and management results it highlights, as well as in the resources it anticipates to support the plan. It is premised on significantly deepening UNIFEM technical support and catalytic programming, thus projecting a doubling of total resources for the period of 2008-2011.

Elements of a decision

UNIFEM looks forward to the guidance and endorsement of the Executive Board of UNDP/UNFPA for the strategic directions, results and resources in its strategic plan, 2008-2011.

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Annexes (available on the Executive Board website)

1. Development results framework
2. Managing for results framework
3. Integrated financial resources framework
4. Key thematic areas
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I. Introduction

1. The UNIFEM strategic plan, 2008-2011, is being presented to the Executive Board of the UNDP/UNFPA at a watershed moment in United Nations support for gender equality and women's human rights. Member States are debating the guidance that they will provide on strengthening the architecture that supports gender equality in the context of United Nations reform. The results of that debate will have a lasting impact on the extent to which the United Nations will be a partner of choice for countries committed to accelerating progress towards gender equality and women's empowerment.

2. Without pre-empting the guidance of Member States, UNIFEM has developed a strategic plan that enables it to move forward in implementing its core business: supporting countries to advance gender equality and women's empowerment in line with their national priorities. The plan responds to the opportunities and challenges of the United Nations reform agenda, and to guidance from recent intergovernmental processes, including the 10-year review of the Beijing Platform for Action, the five-year review of the Millennium Declaration and the triennial comprehensive policy review of operational activities of the United Nations development system (TCPR)[1] resolution A/RES/59/250.

3. The five starting points for the strategic plan are:

(a) The plan is grounded in the dual mandate of UNIFEM, articulated in General Assembly resolution 39/125 (1984), which asks UNIFEM to (i) provide innovative and catalytic programming and financial support to countries to achieve gender equality in line with their national priorities, and (ii) strengthen action on gender equality across the United Nations system of development cooperation. The strategic plan envisions a deepening of both of those functions.

(b) The plan is developed based on feedback from Member States, United Nations organizations and other key partners; findings from the evaluation of the UNIFEM MYFF, 2004-2007;[2] and an analysis of key opportunities and challenges for gender equality and the empowerment of women in different countries and regions. (A summary of the MYFF evaluation findings and recommendations is provided in annex 5.)

(c) The plan is ambitious in its focus on deepening the knowledge and impact that emanates from UNIFEM targeted support and from the experience of its partners in government, civil society and the United Nations. Its key message is that **UNIFEM is positioned to enhance its catalytic role, with a specific focus on enabling and inspiring implementation of commitments to gender equality and women's empowerment.** To do so, it needs: (i) increased capacity and investment to identify, document and disseminate "what works"; (ii) strategic partnerships, presence and coverage at regional and country levels; (iii) clear designation and dedicated resources to be a driver to enhance United Nations system work on gender equality on the ground.

(d) The plan is premised on strengthened partnerships and coordination within the United Nations system, recognizing that a key function of UNIFEM is to

[1] Resolution A/RES/59/250.

[2] *Evaluation of the UNIFEM multi-year funding framework (MYFF) system* (Universalia, 2006) (annex 5).

support and leverage the comparative advantage of different parts of the United Nations system on behalf of gender equality and women's empowerment.

(e) The plan is based on a scenario of doubling total income and expenditures. This is a realistic projection, given that UNIFEM doubled its total resources between the strategy and business plan, 2000-2003, and the MYFF, 2004-2007. The present strategic plan makes a case for the doubling to be rooted in increased core contributions. Income growth based on core resources would be consistent with commitments to principles of mutual accountability and will enhance the ability of UNIFEM to plan based on predictability. Non-core resources will continue to be an integral part of the UNIFEM portfolio.

4. The strategic plan lays out the overall direction that UNIFEM will take to support strategic action on gender equality. The components of the plan are aligned with those of the UNDP and UNFPA strategic plans. They include:

(a) The development results framework, which identifies the results and indicators to which UNIFEM will contribute. The results in this framework are not UNIFEM or United Nations system results; rather, they must be wholly owned by countries. Their successful attainment depends on collaboration with strategic partners in governments, multilateral and bilateral organizations, and civil society;

(b) The management results framework, which identifies performance indicators and results for which UNIFEM is accountable to its key partners. This framework articulates potential UNIFEM contributions to a more coordinated, coherent United Nations country team (UNCT);

(c) The integrated financial resources framework, which predicts the resource requirements and anticipated expenditures needed to carry out the programme envisioned.

II. Accelerating progress on gender equality in the context of global and institutional opportunities and challenges

5. The strategic plan builds on four main premises.

Implementation and accountability for gender equality and the empowerment of women have lagged behind the commitments and normative agreements that Member States have forged.

6. By 2011, when this strategic plan is completed, only four years will remain before 2015, the year by which United Nations Member States agreed, at the Millennium Summit, to significantly reduce poverty, disease and inequality. While there are notable regional differences, the markers with regard to gender equality are cause for concern.

7. Poverty and HIV/AIDS all too often have a woman's face. The political participation of women is increasing slowly — reaching only 17 per cent of representatives in national parliaments by 2006. In 2005, the world missed its first MDG target: gender parity in primary education by 2005. In the World Health

Organization multi-country study on domestic violence,[3] the lifetime prevalence of physical violence by an intimate partner ranged between 13 per cent and 61 per cent. More than 10 years after the Fourth World Conference on Women (Beijing, 1995), with 185 countries having ratified the Convention on the Elimination of All Forms of Discrimination against Women (the Convention), and with agreement to United Nations Security Council resolution 1325 and the Millennium Declaration, we are confronting a crisis of implementation and accountability when it comes to fulfilling promises to advance these goals. What interrupts the process of translating commitments to gender equality and women's empowerment into concrete action, investment and change?

The need, interest and demand for technical and policy advice from governments, multi- and bilateral organizations, and non-governmental organizations (NGOs) to enable them to move forward on gender equality has increased steadily, but progress is stalled by continuing under-investment in the expertise needed to support advances.

8. The Paris Declaration and a host of new aid modalities are reshaping development partnerships. The focus on national ownership, harmonization and alignment, mutual accountability and results could frame a partnership between recipient and donor countries that prioritizes implementation and accountability. Commitments to gender equality and other globally agreed goals are conspicuously absent from the Paris Declaration framework. Without adequate advocacy and expertise on gender equality and the empowerment of women accompanying the roll-out of that agenda at the national level, its potential to spearhead more equitable partnerships and resource allocations may not be realized.

9. Evaluations from almost every sphere of work on gender equality — institutional evaluations, thematic evaluations, reviews of development assistance, and others[4] — highlight under-resourcing and inadequate positioning and staffing as recurrent impediments. As the architecture that drives development assistance changes, the architecture that supports gender equality and women's empowerment must be strengthened to meet new challenges.

The ability of the United Nations system to provide coherent, state-of-the-art expertise to advance gender equality is hampered by the absence of a strong driver and by inadequate coordination.

10. United Nations reform holds potential for strengthening United Nations system support to countries with respect to gender equality.[5] Tracking reference to gender equality in common country assessments (CCAs and United Nations Development Assistance Frameworks (UNDAFs) in 2002 and 2006, and in resident coordinator annual reports between 2004 and 2006, showed a steady increase in the inclusion of gender equality and women's empowerment in reporting, contextual analyses, and

[3] *WHO multi-country study on women's health and domestic violence against women: initial results on prevalence, health outcomes and women's responses* (Geneva, WHO, 2005).

[4] *Evaluation of gender mainstreaming in UNDP* (DP/2006/5); Longhurst, Richard. *Review of the Role and Quality of the United Nations Development Assistance Frameworks (UNDAFs)* (Overseas Development Institute, May 2006); Mason, Karen. *The approach of DAC members to gender equality in development cooperation: changes since 1999* (Paper for OECD/DAC Gendernet meeting, 5-7 July 2006, Paris).

[5] Based on enquiries undertaken by UNIFEM, UNICEF and the UNDG task team on gender equality, and a number of evaluations on gender mainstreaming in United Nations organizations.

outcomes and indicators. However, a small number of field reviews showed that there were few models of holistic programming in UNCTs that brought together the full range of capacities in the system in support of national priorities.

11. The 2004 TCPR, the 2005 organizational assessment of UNIFEM commissioned by its Consultative Committee (A/60/62-E/2005/10) and many other documents have highlighted the fact that the architecture that supports gender equality — from UNIFEM, the Division for the Advancement of Women (DAW) and the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), to gender theme groups, gender advisors, and gender units — is fragmented. The United Nations needs to provide more coherent support to assist countries in managing the wide range of gender equality plans of action and agreements that countries are asked to implement and report on (from the Beijing Platform for Action to the Convention, Security Council resolution 1325 and the MDGs). Intensifying support to gender equality programming in the first generation of "delivering as one" pilots is important for its potential to demonstrate this and inspire future initiatives.

12. The message is clear:[6] a strong driver and voice for gender equality and the empowerment of women in mainstream institutions, coupled with incentives and accountability for performance, is necessary to convert visionary commitments to achieving gender equality into concrete action. The present strategic plan is based on the premise that there is willingness to respond to findings about the deficits in support for gender equality and women's empowerment by aligning the resources, positioning, and coordination mechanisms with the opportunities and the demand.

Strategic partnerships and leadership commitment are key to success.

13. An indicator of progress in the past 10 years has been the extent to which broader constituency has developed in support of gender equality and women's human rights. Encouraging signs include the Gender Action Plan of the World Bank; the commitment of the World Economic Forum to tracking progress on gender equality annually; men's groups worldwide organizing to end violence against women; ministries of finance leading on gender-responsive budgeting; and other similar developments. Such actions need to expand exponentially in the future. Thus, the call for a strong driver is a call for investment in the capacity to continually expand and attract new constituencies, and for adequate positioning to secure leadership "buy-in" and action on emerging areas of work. Gender equality remains the responsibility of the entire United Nations system.

III. From the multi-year funding framework (MYFF), 2004-2007, to the strategic plan, 2008-2011: change and continuity

14. UNIFEM strategic plans since 1997 have been ambitious, each one setting higher benchmarks in terms of results, coverage, partnerships, and resources.

[6] NORAD, *Lessons from Evaluations of Gender Equality in Development Cooperation*, 2006. "... findings in the evaluations all point in the same direction. Work on institutionalizing the empowerment of women and gender equality have had low priority, there have been insufficient resources to implement policies and strategies, the focus has shifted to other areas [...] The mainstreaming strategy has been unsuccessful".

UNIFEM has been reporting on achievements and gaps to the Executive Board of UNDP/UNFPA for 10 years. The 2008-2011 plan is thus realistically ambitious; while it projects a growth scenario, this is not premised on a vast expansion in presence, staffing or scope of work. Rather, the lesson from the previous MYFF is that UNIFEM needs to deepen its support and leverage stronger partnerships where it has identified key opportunities.

Continuity

15. As Member States will note from the development results framework that follows, UNIFEM is continuing to focus on a holistic framework for change that supports achievement of inter-linked key results at the macro, meso and micro levels. The results are similar to those in the UNIFEM MYFF, 2004-2007, but more detailed.

Change

16. UNIFEM internal reviews and external evaluation of the implementation of its MYFF, 2004-2007, provide important guidance on the changes needed to improve effectiveness and impact. While the findings are too numerous to review in great detail — and more information is provided in annex 5 — four areas of focus are critical to understanding the capacities that UNIFEM needs to implement the strategic plan.

Implementation of and accountability for gender equality commitments

17. The MYFF evaluation noted that UNIFEM support to change policies and laws was "one of its strongest areas of work to date", but that "UNIFEM reports provide little information on the degree to which legislative changes have been implemented and to what changes [...] they have contributed". There is a dearth of knowledge worldwide on what is required to move from commitment to action with respect to gender equality. This will be a key area of focus in the new strategic plan, to be launched with an edition of *Progress of the World's Women, 2008*, that will analyze experiences undertaken to bridge that gap. UNIFEM will join forces with partners and will scale up its investment in building internal and partner capacity to advance, document and evaluate actions related to implementation and accountability.

Capacity development as a core competency

18. The MYFF evaluation noted "while UNIFEM is successful in supporting capacity development, it has not [yet] systematized its specific experiences into an explicit theory or concept of capacity building". UNIFEM will join with other United Nations organizations, in line with the TCPR recommendations in this area, to more concretely identify the methodologies and measurements that underpin its capacity-development investments, including through South-South exchange.

Resolving the "depth versus spread" dilemma

19. The MYFF evaluation noted that "[t]here is widespread agreement among consulted partners that UNIFEM [...] has been able to achieve remarkable results with very limited resources [...] The only frequently stated criticisms were [insufficient presence, insufficient funds] and [...] running the danger of 'spreading itself too thin' in trying to meet the large existing demands..." In the upcoming plan,

UNIFEM seeks to build on its existing presence, experience and commitments to: strengthen its capacity to document in greater detail the inter-linkages between the different levels of outcomes to which it contributes. It will be more rigorous in tracking the longer-term impact of its support and the processes and partnerships that contribute to success. It will prioritize a stable, strategic, cost-effective and relevant subregional presence to support catalytic programming, South-South exchange and high-quality technical advice and quality assurance on gender equality in the United Nations regional and subregional hubs (see management result 4.1 in annex 2 for more detail).

Strengthening and refining the link between the UNIFEM catalytic role and the process of replication and "upscaling"

20. The MYFF evaluation noted: "There are numerous instances in which UNIFEM has influenced change processes in a way that is 'catalytic' [...] [but] there is no agreed definition of what the term signifies in relation to UNIFEM's work [...] replication/upscaling can be viewed as a 'second degree' catalytic effect." The two changes that UNIFEM envisions in its practice in the next period are: (a) clear categorization of which of its activities and programmes conform to an agreed definition of what constitutes a catalytic initiative (as distinct from other initiatives); and (b) systematically tracking and assessing how catalytic initiatives relate to the process of securing commitment to, and action on, replication and "upscaling".

A working definition of UNIFEM as a catalyst and its relation to replication and "upscaling"

UNIFEM will act as a catalyst in one of two ways: (a) Enable changes and change processes that would otherwise not take place; or (b) Influence the speed or quality of change processes, for example by facilitating the process through support to involved players and assistance in structuring the process.

UNIFEM enhances the likelihood of successful change processes that are driven and owned by the partners involved in them.

UNIFEM does not take responsibility for replication or "upscaling". Rather, the capacity of UNIFEM to document, advocate and convene strategic partners serves to create an environment conducive to replication and "upscaling". The extent to which others replicate or scale up the catalytic initiatives inspired or supported by UNIFEM is an indicator of the success of the catalytic effect. UNIFEM may need, in different instances, to accompany the process of replication and/or "upscaling" with supporting documentation, evaluations and similar tools, so that it can better understand the critical elements in formulating catalytic initiatives that lend themselves to replication or "upscaling".

IV. The development results framework

21. The work of UNIFEM emanates from a guiding vision: Gender equality and women's empowerment will be achieved when women are able to realize their human rights and human development.

A. Overarching principles

22. Implementation of the UNIFEM development results framework is guided by the following principles, many of which are shared by other United Nations organizations:

(a) *National ownership and demand-driven programming are key to sustainability.* The specific challenges and opportunities for accelerating progress towards gender equality and women's empowerment are different from country to country and region to region. The present strategic plan provides a framework for UNIFEM support that is sufficiently flexible to enable it to strengthen national ownership and respond to demands based on the specific interests and partnerships that exist in different situations.

(b) *Gender equality and the empowerment of women are the responsibility of the entire United Nations system; achieving progress requires a strong driver, committed leadership and a multi-stakeholder approach.* Leadership commitment and the full participation and responsibility of multiple stakeholders are required for programmes to take root. It is important to reverse the trend of under-investment in ministries of women's affairs, gender theme groups, NGO networks and parliamentary caucuses that advocate for gender equality, and other "champions" of women's human rights. UNIFEM is part of an architecture for gender equality that must be strengthened and given clear responsibility, authority and resources to move the agenda forward, while building constituencies and capacities to increase the number of champions for gender equality.

(c) *Programmes must take into account the diversities of women's interests, opportunities and challenges.* There are important differences between groups of women that should be reflected in advocacy and targeted programming. UNIFEM will further deepen its analysis, advocacy, partnerships and programming to reach disadvantaged groups of women, to help ensure that the most marginalized and those whose voices are rarely heard are brought into the mainstream of national efforts to achieve gender equality. This will draw on previous UNIFEM work on supporting home-based and informal sector women workers, migrant women workers, women infected or affected by HIV/AIDS, poor rural women, indigenous women, survivors of violence and trafficking, ex-combatant women and others. UNIFEM will also enhance coordination with other United Nations agencies to advance key agendas for disadvantaged groups of women, including within common United Nations programming efforts.

(d) *South-South exchange is an effective mechanism for building sustainable capacity in countries.* More then 10 years after Beijing, and more than 30 years after the First World Conference on Women, there is significant knowledge, capacity and innovation in the developing world to support a greater investment in South-South exchange. UNIFEM has long promoted this in key areas — including gender-responsive budgeting and the implementation of the Convention — to good effect,

and plans to invest and assess it more systematically as a core capacity-development strategy in the strategic plan.

(e) *Incorporating a human-rights based approach is a crucial aspect of UNIFEM support.* The 2005 United Nations common understanding on the human-rights based approach, calling for system-wide coherence in support of the implementation of human rights standards, is now integrated into system-wide guidance for common country approaches. UNIFEM has amassed extensive experience in supporting the alignment of development strategies, laws, policies and budgets with national obligations under the Convention, and in eliciting greater engagement of governments, civil society organizations and the United Nations system with the its monitoring process. The human-rights based approach will be a central element in UNIFEM collaboration with United Nations organizations and UNCTs to build national capacity for gender equality.

B. Goals and outcomes

23. The goals, focus areas, outcomes, outcome indicators and outputs articulated in the development results framework are those to which UNIFEM will contribute during the next four years, working closely with its government, civil society, and United Nations partners.

24. Those results are not those of UNIFEM or the United Nations system. To be effective and sustainable, they must be wholly owned by the countries and communities in which UNIFEM and United Nations system support are provided. The results have been validated through consultations with national, regional and United Nations partners and through reviews of existing commitments made at regional and global levels, including those in the 2005 World Summit Outcome (A/RES/60/1).

Goal

25. UNIFEM work is driven by a single goal: *National commitments to advance gender equality and women's empowerment are implemented in stable and fragile states.*[7] In support of that goal, UNIFEM will work in specific thematic areas (see annex 4 for a more detailed explanation of the elements it will focus on in each thematic area).The UNIFEM cumulative MYFF report (DP/2007/35), presented to the Executive Board at its annual session in June 2007, contains significant detail on the current scope and approaches of the UNIFEM programme, which underpin the work going forward in the plan for 2008-2011. The goal indicators identified to track progress in implementing national commitments are aligned with these thematic dimensions.[8] They are summarized in the following table.

[7] Since all the outcomes will contribute to achieving the goal of implementation at national level in all the three thematic areas, in keeping with RBM principles and in the interest of avoiding duplication the goal statement lists all the thematic areas.

[8] UNIFEM has selected indicators that are already being collected by other institutions, as it does not have the capacity to collect indicators at the goal level.

Goal	*Indicators (by theme)*
National commitments to advance gender equality and women's empowerment are implemented in stable and fragile states.	Theme: Enhance women's economic security and rights: – Proportion of women as own-account[9] and contributing family workers in total employment – Wage gap: Ratio of female:male income Theme: Reduce prevalence of violence against women and HIV/AIDS – Prevalence of violence against women – Prevalence of HIV/AIDS among women Theme: Advance gender justice in democratic governance – Women's share of seats in national parliaments

26. The goal encompasses two key aspects to which all UNIFEM initiatives contribute: (a) It places the focus on implementation at the national level. This is in keeping with widespread agreement to prioritize national ownership and the urgency of moving from commitment to action on gender equality (UNIFEM will ensure that there is a consistent focus on tracking how its work at regional and global level contributes to change at the national level); and (b) It identifies specific thematic areas on which UNIFEM will focus, building on priorities from its previous MYFF and on feedback from stakeholders about the areas in which the Fund continues to have a comparative advantage.

27. UNIFEM recognizes that other partners — within and outside the United Nations — will also be contributing to this work, and that UNIFEM needs to define its role clearly (see annex 2, Management results framework, and the draft background note, "A Way Forward for Strengthening Coordinated Support for Gender Equality and Women's Empowerment", which UNIFEM, UNDP, UNFPA and the United Nations Children's Fund (UNICEF) submitted to the Executive Board during its annual session 2007). UNIFEM assumes that others are working on components of gender equality where UNIFEM has little comparative advantage (girls' education, for example), and that UNIFEM will be working in partnership to support holistic programming.

[9] A person who operates his or her own economic enterprise or engages independently in a profession or trade, and hires no employees.

Focus areas

28. UNIFEM will continue to base its work on a theory of change that is premised on three focus areas: (a) aligning laws and policies to create a conducive environment for the empowerment of women and human rights; (b) strengthening institutions and organizations in work processes, resources, and capacities to fulfil obligations to the Convention, as well as other global, regional and national normative agreements; and (c) supporting community-level initiatives that demonstrate how changes in practices and attitudes can be achieved to permit the implementation of commitments to gender equality and women's empowerment.

Outcomes

29. The text that follows elaborates on the specific outcomes that comprise the development results framework (see annex 1 for outcome indicators and outputs) and partnerships with United Nations organizations that will be critical to their achievement. In addition to coordination with United Nations partners, UNIFEM will contribute to and track progress against these outcomes in close partnership with key national and regional partners.

Outcome 1. Increased numbers of national development strategies (including poverty reduction strategies, sector-wide approaches, post-conflict reconstruction strategies, and other nationally owned plans) incorporate gender equality in line with national commitments to the empowerment of women (such as the MDGs) and human rights (the Convention, for example).

30. It will be increasingly important, in the context of the Paris Declaration, to ensure that national development strategies take account of existing national commitments to gender equality is the principle entry point for ensuring that attention, capacities and resources will be invested in gender equality and women's empowerment.

31. National priorities for achieving gender equality are laid out in national plans for gender equality or the advancement of women (which more than 120 countries have); in specific laws or policies on sectoral issues (for instance, national plans to end violence against women); and in the reports of the Convention and concluding comments. During the first three years of the MYFF, UNIFEM supported progress toward the creation, approval or stronger implementation of national gender equality plans, policies or laws in 27 countries, often in partnership with other United Nations organizations. In the present strategic plan, UNIFEM will focus on ensuring that agreed gender equality priorities are adequately accounted for in mainstream planning frameworks. This will include a specific focus on mainstreaming gender equality in new aid modalities (in partnership with the European Commission and others) and will apply UNIFEM experience in gender-responsive budgeting and in supporting greater use of sex-disaggregated data for policymaking in these exercises.

32. *Partnerships.* UNIFEM will work with United Nations partners — including DAW, UNDP, UNFPA, UNICEF and others — to establish baselines and monitor progress, by regularly collecting information on: (a) the existence and quality of national plans of action for gender equality and for ending violence against women; and (b) the extent to which these are reflected in poverty reduction strategy papers,

joint assistance strategies, MDG-based national development strategies and other national frameworks.

Outcome 2. Increase in numbers of constitutions and legal frameworks and processes — particularly those related to economic security and rights, property and inheritance rights, trade, migration, ending violence against women, and electoral and security sector reform — that promote and protect the human rights of women and eliminate gender inequality.

33. In all countries — and particularly in post-conflict countries — the revision or introduction of constitutions and new laws present an unparalleled opportunity to mobilize political will and gender equality expertise to ensure that they reflect gender equality principles. UNIFEM contributed significantly in this area from 2004 to 2006 — often in partnership with the International Labour Organization, UNDP, UNFPA, UNICEF, the Office of the High Commissioner for Human Rights (OHCHR), United Nations integrated missions, and other United Nations actors — with support to initiatives related to law reform in more than 60 countries. In the strategic plan, 2008-2011, UNIFEM will further consolidate expertise, networks and experiences to contribute to ensuring that developing countries undergoing constitutional or legal reform processes have access to knowledge on how to align and implement these with commitments to the Convention and other normative agreements. UNIFEM will focus on legal and regulatory frameworks related to land and inheritance rights, migrant women workers' rights, ending violence against women, electoral reform, and security sector reform.

34. *Partnerships.* UNIFEM will collaborate with and support partners in developing and updating baseline data on laws and policies in specific sectors. UNIFEM will root its effort in the ongoing support that UNCTs are providing, working closely with the governance programmes of UNDP, the efforts of UNFPA in relation to legislation, and a wide range of other United Nations organizations. It will place special emphasis on working with other United Nations partners to provide coordinated support to countries in moving forward on General Assembly resolution 61/143 on ending violence against women. It will also seek close partnership with OHCHR, DAW and the Committee on the Elimination of Discrimination against Women to ensure that its work in this area builds on and feeds into monitoring, implementation, and reporting.

Outcome 3. Greater numbers of formal and informal justice systems promote the human rights of women at national and local levels.

35. Informal institutions of justice are those that most directly affect the capacity of women to realize their human rights. These are governed by customary practice, religious law, and other locally grounded normative systems. There are a few innovative examples of supporting local communities to identify approaches to working with both formal and informal justice systems in order to secure equal rights for women. For example, the United Nations Trust Fund on Violence against Women has supported the involvement of community religious and civic leaders in combating violence against women and trafficking, as has a UNIFEM initiative in South Asia with the Interfaith Leaders Forum. Without efforts to address the informal justice arena, the gap between norm-setting and implementation cannot be bridged, nor will accountability for meeting promises of gender equality be realized.

36. *Partnerships.* UNIFEM will work with partners to identify countries or communities where there is demand for efforts in this area, or where they are already taking place, and will track resolution of specific cases, as well as the extent to which faith-based groups and community leaders are advocating for the human rights of women.

Outcome 4. Increase in number of budget processes that incorporate gender equality.

37. The demand from countries interested in introducing or institutionalizing gender-responsive budgeting has been notable throughout the past seven years of intensive UNIFEM support to gender-responsive budgeting initiatives. At the end of 2000, forty-two countries had experience with some form of these initiatives. As of 2006, UNIFEM had identified an additional 33 countries that had engaged in some form of gender-responsive budgeting,[10] with a growing number of examples of bringing a gender perspective to national budget laws, call circulars and key budget policies. A number of local-level gender budget initiatives have registered concrete increases in allocations for gender equality.

38. *Partnerships.* In contributing to this outcome, UNIFEM will build on existing work with many partners: UNDP, UNFPA, the United Nations Capital Development Fund (UNCDF), UNICEF, and the World Bank in the multilateral system, the European Commission and bilateral donors, as well as partners such as the German Agency for Technical Cooperation, the International Development Research Centre, and the Commonwealth Secretariat. UNIFEM hopes to facilitate a United Nations system-wide initiative that makes expertise in gender-responsive budgeting more easily accessible to countries in a position to introduce it.

Outcome 5. Gender equality experts, advocates and their organizations and networks enhance their capacity and influence to ensure strong gender equality dimensions in national laws, policies and strategies, including in peacebuilding and post-conflict reconstruction processes.

39. This outcome relates to long-standing, key UNIFEM partners: ministries of gender equality and/or women's affairs, women's human rights networks, gender equality experts in universities and mainstream organizations, women's parliamentary caucuses, women's organizations and networks focused on peace-building and conflict prevention in post-conflict countries, and the growing "architecture" in support of gender equality that exists in almost every country, region, and development institution. UNIFEM supports their capacities and political influence in national and regional development strategies — through, for instance, bi-annual convenings of women ministers in South Asia and through strategic South-South exchange — as well as in key regional and global venues, from intergovernmental debates to global meetings such as the International AIDS Conference. The policy agenda that UNIFEM supports frequently emanates from issues identified by these partners.

40. UNIFEM plans to significantly strengthen its support to ministries of women's affairs as nodal governmental agencies that need to drive work on gender equality and the empowerment of women at the national level; to parliamentary caucuses; to

[10] Inadequate data exist to determine how many of these initiatives are ongoing, but UNIFEM is tracking a growing number of experiences in which gender-responsive budgeting is being institutionalized in ministries of finance.

gender units of intergovernmental regional organizations; to national and regional-level gender experts to strengthen their influence; and to women's local, national, regional and global groups and networks, including by supporting their policy advocacy and capacities to track changes in their influence.

41. *Partnerships*. UNIFEM has devoted significant resources to this outcome but has not had adequate mechanisms in place to track changes in capacity and influence. It will establish and update baseline data to measure changes in the influence and resources of organizations of women that it supports and that are working in particular sectors (such as national women's machineries and groups working on ending violence against women, organizations promoting the political participation of women). Partnerships with UNCTs, United Nations regional centres and individual United Nations organizations will be critical.

Outcome 6. The most marginalized women (including, among others, HIV-positive women, women informal sector workers, migrant women, indigenous women, women survivors of sexual and gender-based violence in conflict situations and women with disabilities) have increased resources, capacities and voice to ensure that their priorities are included in relevant policies, programmes and budgets.

42. Supporting groups that are politically and economically marginalized is at the heart of the rights-based approach to development. This is an area of work that UNIFEM has supported since its establishment. UNIFEM will further focus its efforts to prioritize groups of women whose rights are most threatened, whose options and opportunities are most limited, and whose visions for change merit greater visibility and attention.

43. *Partnerships*. A similar approach to that cited for outcome 5 will be used.

Outcome 7. Key policy, service delivery and media institutions have increased resources and improved structures, procedures, incentives and capacities to implement laws and policies that promote and protect the human rights of women in line with global, regional and national agreements.

44. There are increasing numbers of practical examples of institutional reform in support of gender equality. Perhaps one of the best examples is the way in which a few ministries of finance have changed procedures to support gender-responsive budgeting. Even then, there is no guarantee that such changes will be sustainable.

45. The specific institutions with which UNIFEM and its partners will work will depend upon the particular opportunities and challenges present in different contexts. Given the critical need to enhance the implementation of gender equality commitments, the role of service delivery institutions becomes ever more important. Overall, and based on previous experience, partnerships will be strengthened or forged with: institutions of justice (law enforcement and the judiciary); parliaments; key ministries, such as finance and labour ministries, as well as those focused on specific constituencies (migrant workers, for example) or issues (such as land and property rights); institutions established to protect women from sexual and gender-based violence and to facilitate women's participation in peace and electoral processes; and municipalities. UNIFEM will continue to build on its close working partnerships with regional intergovernmental organizations such as the African Union, the Southern Africa Development Community, the South Asian Association for Regional Cooperation, and others.

46. *Partnerships.* To be able to support and monitor changes in the allocation of financial resources and to enhance incentive structures, capacities, and the use of sex disaggregated data, UNIFEM will require close partnerships with United Nations operational and specialized agencies, funds and programmes, and with United Nations regional commissions. A strong partnership with UNDP, in the context of its support to mainstream national institutions, will be critical.

Outcome 8. Community-level initiatives generate a greater number of effective models for advancing the human rights of women and eliminating gender inequality.

47. The opportunity to understand how to effect change towards gender equality through holistic programming is enhanced through pilot initiatives at the community level. UNIFEM will use a broad definition of "communities" to include geographic locales as well as other types of communities (for example, work undertaken with the Indian railways, as a public sector employer "community", to address the gender dimensions of HIV/AIDS). It will build on previous work used to test "gender empowerment zones" for example, working with numerous other United Nations organizations in a rural Zimbabwean community, and will work with municipalities to introduce gender-responsive budgeting, including with UNCDF and others.

48. *Partnerships.* A select number of such initiatives will be documented and tracked throughout the strategic plan period as a key approach to demonstrating integrated strategies for advancing gender equality and women's empowerment at the local level.

The development results framework in practice: How UNIFEM implements the framework to strengthen results-based monitoring

In response to concerns that the development results framework is too ambitious, UNIFEM would clarify:

1. Accountability for goals, outcomes and outputs

Goal level results are to be achieved over the next 10 to 20 years as part of a global consensus and commitment to achieving gender equality and women's empowerment. UNIFEM has retained similar goal statements through the past three strategic plans, with a slight but significant change in this plan focusing on implementation of national commitments.

Outcome-level results are the engine of the UNIFEM strategic plan; they guide UNIFEM programming choices, staffing, presence, and resource allocations. UNIFEM will contribute to these along with other national, regional and international actors. Previous UNIFEM experience suggests that they are achievable within the four-year period. UNIFEM estimates that if its resource requirements are met, it can extend its support to approximately 60 countries over the four years of the plan to achieve significant progress toward the envisioned outcomes. UNIFEM is accountable, with many other partners, for contributing to these, and tracks its contributions through the articulation of output-level results as well as through the management for results framework.

Output-level results are what UNIFEM is directly accountable for delivering and measuring. Essentially, they can be broken down into four basic sets of results: capacities/skills/knowledge/awareness; networks and partnerships; information/data; and pilots/systems (see below, and the management results framework).

2. ***The starting point of the Fund is to build on existing achievements.*** The strategic plan is not intended to launch a broad range of new initiatives, but rather to build on the firm basis and partnerships that UNIFEM has established. The Fund has already moved forward on many of these results in a number of countries and will deepen its support to secure greater progress in these and several others.

3. ***The outcome-level results are interconnected and interdependent, not distinct.*** While the development results framework contains eight outcome-level results, there are not eight different tracks of activity. The results represent a holistic effort to make progress towards the goal. What varies, depending on the context, are the starting points and the mix of results. In some countries, the entry point to enhance implementation may be focusing on mainstreaming gender equality into national development strategies (outcome 1), while simultaneously building capacities of gender equality advocates and mainstream institutions (outcomes 5 and 7). In other countries, the entry point may be supporting partners to build capacity in gender-responsive budgeting with a focus on community-level initiatives and marginalized women's groups. For meaningful progress to take place, UNIFEM and its many partners will ultimately support work on all eight outcome level results in a particular country.

See annex 6 for a chart that illustrates the intervention logic that drives UNIFEM efforts in support of its results framework.

V. The management results framework

49. The management results framework delineates the areas of internal organizational strengthening anticipated to permit UNIFEM to deliver its programme, build partnerships, and contribute to results in its development results framework. The framework is divided into four areas: (a) policy advice and catalytic programming role; (b) United Nations coordination and reform; (c) accountability, risk and oversight; and (d) Administrative, human and financial capacities (see annex 2 for results, indicators and targets). It addresses the strengths and challenges that have been identified through the MYFF evaluation and other evaluations and assessments.

50. UNIFEM is directly responsible for achieving and closely monitoring the eighteen output-level results that comprise its management results framework. The results statements, below, are crafted to allow UNIFEM to exercise full responsibility for their achievement.

A. Policy advice and catalytic programming (management result 1)

Systems are in place to track how UNIFEM-supported advocacy strategies and technical expertise/advice contribute to changes in policies and practices on gender equality and the empowerment of women at national, regional and global levels (1.1)

51. This result responds to numerous observations by stakeholders, Executive Board members and the UNIFEM MYFF evaluation about the need to strengthen systems and capacities to report on how change happens and to identify what can be attributed to specific UNIFEM contributions. It focuses on tracking — in particular, how UNIFEM contributes to supporting changes emanating from two core UNIFEM competencies: advocacy and technical expertise/advice.

Specific UNIFEM experiences in capacity development are systematized into explicit and accessible sets of approaches, including in relation to South-South exchange (1.2)

52. This result also responds to a finding of the UNIFEM MYFF evaluation and feedback from consultations on the plan, recommending a more explicit approach to capacity development and South-South exchange.

Key stakeholders are able to easily access information on progress toward, and the "how to" of achieving, gender equality in countries worldwide (1.3)

53. UNIFEM plans to deepen this work along three broad directions: (a) analysing the lessons from UNIFEM and other programmes, including their cross-regional and cross-programme implications, and disseminating that analysis; (b) analysing key development processes and trends affecting gender equality and women's rights; (c) regularly monitoring progress on the gender equality outcomes and indicators in its strategic plan. UNIFEM will focus on generating this information and making it accessible to key constituencies. This will require strong partnerships with UNDP, the World Bank, UNICEF (particularly in the context of DevInfo), UNFPA and DAW to establish and continually update a number of databases (see indicators in the development results framework, annex 1).

54. UNIFEM will ensure adequate staffing and resources to produce high quality editions of *Progress of the World's Women* and to highlight what works. Finally, UNIFEM will support inputs into existing communities of practice (for instance, on gender-responsive budgeting, the Committee on the Elimination of Discrimination against Women, and UNDG-sponsored communities of practice support new ones in emerging areas and further refine the focus of its existing web-based resources, including www.womenwarpeace.org, www.womenandaids.org and www.gender-budgets.org.

Internal and partner capacity enhanced to undertake gender-responsive, results-based, rights-based evaluations that generate knowledge on gender equality and women's empowerment (1.4)

55. In line with recommendations in the TCPR, UNIFEM is strengthening its evaluation capacity. It will increase its staffing for evaluation and will concentrate on strengthening partner capacity and inter-agency initiatives. Enhancing the capacity of national partners and regional evaluation networks is critical to ensuring that there is a pool of qualified professionals who can undertake gender-responsive

evaluations. In 2005 UNIFEM launched a partnership with the African Evaluation Association (AfREA) focused on strengthening capacity development and approaches to undertaking outcome and impact evaluations from a gender-equality perspective; it plans to expand such partnerships in the strategic plan. UNIFEM instituted a process of capacity development on evaluation for grantees of the United Nations Trust Fund to End Violence. It will continue to work closely with the United Nations Evaluation Group (UNEG) and hopes to foster joint initiatives and peer evaluations on gender equality programming, towards the longer term objective of greatly expanding knowledge on the "how to" of achieving gender equality.

UNIFEM makes available adequate documentation and evaluation to stimulate interest in scaling up or replicating the catalytic initiatives on gender equality and the human rights of women that it spearheads or supports (1.5)

56. Building on its mandate to be an innovator and a catalyst, UNIFEM attempted, during its two previous plans, to track the extent to which its initiatives have been replicated or scaled up. However, UNIFEM has not devoted resources to encouraging others to replicate or scale up its innovative programmes or tracking their success in doing so. UNIFEM plans to concentrate more specifically on this, in collaboration with UNDP and other United Nations organizations.

57. In particular, UNIFEM will: (a) finalize a multi-tiered evaluation strategy for the United Nations Trust Fund to End Violence (building on its initial partnership with the World Bank) and identify select initiatives that merit greater investment for scaling up or replication; (b) invest more intensively in impact evaluating and documenting the process of replication and "upscaling" to understand how they function in stimulating greater investment in gender equality;[11] and (c) advocate for scaling up the results of partnerships currently in place.

B. United Nations coordination and reform (management result 2)

UNIFEM will have an unambiguous role as a key driver of gender equality in the context and mechanisms of United Nations reform (2.1)

58. Various assessments have noted the ambiguity that surrounds the role of UNIFEM in relation to UNDP and within the United Nations system. UNDP and UNIFEM have made progress during the previous plan to clarify that role further, but even greater clarity is needed. A clear delineation of roles to ensure that there is a "driver" for gender equality, as well as to enhance partnership and complementarity, is required. Clear lines of responsibility are especially required between UNDP-UNIFEM to ensure that the resident coordinator system and the UNCTs are providing coherent support to countries on gender equality, and among UNIFEM, DAW and OSAGI to ensure that there is coherence between the normative and operational sides of the system. The "delivering as one" pilots — with a UNIFEM presence in six of them — provide a further opportunity to test how

[11] During the MYFF, UNIFEM proposed to UNDP and the UNSSC to launch an "Innovation Institute on Gender Equality and Women's Empowerment". The idea is to identify and document, via high quality case studies, the process of innovation and replication, with a focus on how United Nations system support can facilitate holistic, results- and rights-based approaches. This remains a viable idea, and UNIFEM hopes to re-engage its partners to carry it out.

the United Nations system "delivers as one" for gender equality, and UNIFEM is working with the UNDG Task Team to extend support to monitor and backstop the process.

59. In the past two years, UNIFEM has spearheaded a number of models that have demonstrated potential for enhancing coordination. In the Andean subregion, for example, UNIFEM brought together resident coordinators from five countries and developed a compact to guide coordination on gender equality. In Southern Africa, UNIFEM leads the sub-group on gender equality and human rights for the United Nations Regional Directors Team. UNIFEM will build on these experiences to enhance coordination and cooperation within the UNCT and at the regional level.

Tools, policies and knowledge generated by UNIFEM and inter-agency coordination mechanisms that UNIFEM participates in enable UNCTs to provide coherent and holistic support to countries to advance gender equality (2.2)

60. Following the 2004 TCPR guidance that "the United Nations system [should] avail itself of UNIFEM's technical experience on gender issues", UNIFEM advocated for the establishment of the UNDG Task Team on Gender Equality. It is also an active participant in many task forces of the Inter-Agency Network on Women and Gender Equality, including the inter-agency task force on ending violence against women.

61. Under the strategic plan, UNIFEM will continue the work of the UNDG Task Team on gender equality to consolidate information generated by performance indicators of UNCT support to gender equality (with UNFPA); and consolidate and act on the findings from an action learning programme to support UNCT models of holistic programming on gender equality (with UNICEF); and mainstreaming training approaches and consultant rosters to support gender-equality capacity (with the United Nations System Staff College). UNIFEM will also pursue development of an "Innovation Institute on Gender Equality" with other United Nations partners and the UNSSC to systematically identify and document promising strategies implemented by UNCTs to advance national priorities on gender equality.

62. Additionally, UNIFEM intends to evaluate the impact of its support to UNCTs more systematically, particularly in relation to CCA/UNDAFs, MDG processes and the coordination of gender theme groups, to assess the approaches that enhance the effectiveness of UNCTs and their sustainable commitment to supporting national priorities for gender equality.

Strengthened partnerships with United Nations organizations (2.3)

63. Memoranda of understanding with United Nations organizations on specific areas of work (such as gender-responsive budgeting with UNFPA and UNCDF) serve to clarify comparative advantages, enhance coordination and reduce fragmentation. UNIFEM will work with United Nations partners to identify a select number of areas where such memoranda are merited to underpin clear strategies for aligning support to programme countries on gender equality and women's empowerment.

Joint programming and programmes with other United Nations organizations demonstrate how partnerships can enhance the effectiveness of support and advocacy strategies (2.4)

64. UNIFEM is coordinating, or is a member of, at least 10 joint initiatives with United Nations entities at the global and regional levels. These can be key entry points to stimulating greater overall United Nations effectiveness while simultaneously generating significant benefits for gender equality. These partnerships take significant time to shape, lead or participate in. UNIFEM will improve its capacity to assess the concrete benefits that emanate from these partnerships, both in terms of their results in advancing gender equality and in building capacity and commitment amongst United Nations partners.

UNIFEM is able to provide coordination support on behalf of the United Nations that increases commitment and total resources available for gender equality (2.5)

65. UNIFEM has played this role in countries worldwide, for example: as manager of the gender and governance donor basket fund in Kenya; as secretariat for the United Nations Gender Equality Fund in China; and as manager of the United Nations Trust Fund to End Violence against Women. UNIFEM has garnered extensive experience in this role and now has administrative systems in place and the capacity to devise criteria, issue calls for proposals, and facilitate inter-agency processes that identify innovative approaches to support. This is a core competency that UNIFEM hopes to expand and enhance in the next strategic plan, given its relevance to United Nations reform and new aid modalities.

C. Accountability, risk and oversight (management result 3)

Culture and capacity for achieving and reporting on results and high rates of delivery are embedded in UNIFEM practices (3.1)

66. The strategic plan is the basic accountability framework of the Fund as it relates to major stakeholders, particularly Member States. Accountability for contributing to the goals and outcomes of the plan is shared among the pertinent development partners in accord with results-based management principles. UNIFEM is directly and fully accountable for: delivering on outputs of the development results framework and the management results framework; stewardship of resources with which it is entrusted, including a consistently high delivery rate; and monitoring and reporting on achievement of the results enumerated in the strategic plan.

67. UNIFEM will invest in a more efficient, effective system to track cumulative progress towards outcomes and outputs. It plans to build on the experience of UNDP and UNFPA to devise an electronic database for enhancing results reporting and analysis; to regularly and rigorously review the quality of reporting; and to address capacity gaps in relation to results-based reporting. It will link those activities to the monitoring of delivery rates in order to take action where needed to improve delivery.

A risk management strategy is implemented and mainstreamed into the UNIFEM systems and values (3.2)

68. Improving risk management is a key objective of the present strategic plan. To that end, UNIFEM is finalizing a risk assessment model. UNIFEM will make concerted efforts to identify and manage risk so as to achieve objectives while reducing threats to stakeholder interests. Securing multi-year funding is a central tenet of the financial risk management strategy of UNIFEM, since such funding will enhance predictability and reduce the need to hedge against a drop in contributions.

Policy, oversight and monitoring capacities strengthen including to support delegated authority (3.3)

69. UNIFEM doubled its oversight exercises in 2007 compared to 2006 through a variety of modalities, including internal and external audits. For the first time, audit exercises in 2007 were determined based on an organizational risk assessment model. During 2008-2011 the Fund will sustain oversight exercises, based on the risk model, to ensure alignment and relevance of programmes, diligence in monitoring and evaluation and use of M&E outputs, efficiency of operations and application of risk management to optimize performance effectiveness and impact under the strategic plan. UNIFEM will make use of the systems of UNDP to monitor the implementation of audit recommendations.

70. The Fund will improve operational efficiency by coupling decentralization and delegation of authority from headquarters with the transformation of oversight and internal controls from a centralized approach, reliant on approval from headquarters, to a decentralized approach, where authority is delegated and managers are accountable for results achieved through due process. Recognizing the strong link between delegation and accountability, the Fund will strengthen policy, oversight and monitoring capacities at headquarters to advise and support subregional offices in the exercise of delegated authority and to institute effective oversight and monitoring mechanisms.

71. Accountability is among the top priorities of UNIFEM. The Executive Director and senior managers are individually and collectively accountable. UNIFEM will strengthen accountability frameworks and mechanisms for each unit and for staff members at all levels. Special emphasis will be placed on financial and managerial accountability through audit, financial and performance reports, as well as those produced through the Atlas system. Particular care will be given to monitoring and ensuring the implementation of corrective measures.

D. Administrative, human and financial capacity (management result 4)

UNIFEM structure and presence enable it to respond to demands for gender equality support at country, regional and global levels and in the context of United Nations reform (4.1)

72. To enable UNIFEM to carry out the strategic plan, it needs to be resourced, staffed and have strategic presence or coverage at the national, regional and global levels. Organizational structure will be configured to ensure maximum effectiveness in implementing the strategic plan. A priority is to ensure that UNIFEM can fully

contribute to meeting demand from programme countries and respond to opportunities arising out of United Nations reform.

Staffing

73. UNIFEM projections related to staffing emerge from its experience in implementing its MYFF; its capacity to meet demand from Member States and other partners; and the results of its MYFF evaluation. The human resource projections align with the results anticipated in its MFR framework and highlight the importance of having a number of regular staff commensurate with the scale of the programme. Minimal priorities include:

(a) *Strengthening field-based technical support to Member States, including through UNCTs, and improving overall efficiency through decentralization* by adding small technical teams in at least three United Nations regional centres; one additional international programme officer and one additional administrative staff member in each sub-regional office; and

(b) *Enhancing evaluation, learning and knowledge management capacity* by establishing an evaluation and knowledge management unit in New York and increasing evaluation capacity in subregional offices.

Field presence

74. UNIFEM has achieved a cost-effective presence in nearly 60 countries over the past four years through flexible arrangements and in response to demand. It has evolved five types of presence: (a) Subregional offices; (b) Country programme offices headed by international staff and supported by cost-shared programmes; (c) Country programme offices headed by national staff and supported by cost-shared programmes; (d) Shared technical advisors with another United Nations organization, most often UNDP; and (e) Placing a United Nations volunteer or a junior professional officer in a UNCT to oversee implementation of a component of a sub-regional programme.

75. While the last three types of presence have the potential to deliver impressive results with minimal investment, they entail key challenges: (a) In some cases, where the presence is through national staff, they are unable to participate fully in the UNCT, build strong partnerships with UNCT members or participate in decision-making; (b) Shared technical advisors deal with the complexity of the dual reporting lines and — at times – different expectations of the two organizations; and (c) While United Nations volunteers and junior professional officers can provide the necessary support in certain situations, more senior staff are often needed to provide seasoned expertise.

76. The first UNIFEM staffing priority is to strengthen its existing field presence using the following criteria:

(a) *Opportunity to accelerate progress*: Countries recovering from conflict, introducing new constitutions or with upcoming elections, with strong commitments to mainstream gender equality into national development strategies, and in other situations where there are unique opportunities to advance gender equality and women's human rights. UNIFEM will prioritize countries or subregions in which such opportunities exist, supporting national partners to take a leading role with backstopping from UNIFEM as requested.

(b) *Risk of reversal of women's human rights*: In some countries, there are trends that contribute to reversing the rights women have already gained, owing to economic shifts that intensify feminized poverty, conflicts that intensify violations women's human rights, or other circumstances. These are situations in which UNIFEM will use its resources to respond to national-level demand for its presence or support.

(c) *Demand*: The highest UNIFEM priority will be to respond to concrete demand from programme countries, as an expression of their commitment and political will.

(d) *Need*: UNIFEM will prioritize countries with the lowest indicators regarding gender equality, women's empowerment and women's rights.

(e) *Alignment with UNCTs*: UNIFEM will respond where needs and opportunities are articulated by resident coordinators and other UNCT members. In the previous plan also, the demand for UNIFEM presence from UNCTs was greater than its ability to respond.

77. To ensure alignment that can respond to demand, UNIFEM will track the requests it receives for technical, policy and funding support from Member States, United Nations partners, bilateral donors, NGOs and women's networks, and others and report on the extent to which it is able to meet demand.

Atlas and other management, financial and human resources systems improve to support linking of results with finance flows (4.2)

78. As an "enterprise resource planning" system, Atlas is now used throughout UNIFEM at multiple levels. During the period of the strategic plan (2008-2011), utilization of Atlas for programming, implementation and monitoring will be enhanced. Focused and need-based training with Atlas and other operations tools and modalities will be expanded along with the strengthening of knowledge and practice communities. The strategic plan period will see the implementation of the project plan for the Atlas "wave 2" upgrade and the application of International Public Sector Accounting Standards (IPSAS).

Adequate, competent staff are consistently available to meet the demands of the programme (4.3)

79. To meet the demands of the programme during 2008-2011, UNIFEM will build on its progress in the area of human resources. A move away from short-term contractual arrangements with staff towards longer-term core posts should attract and retain highly competent staff to add to the existing expertise and reduce turnover and attrition. UNIFEM will continue to explore improved career opportunities for highly competent staff, which is often a challenge in small organizations. Synergy with the rest of the United Nations is both desirable and needed. UNIFEM will also develop and apply a more comprehensive and systematic learning strategy for its staff.

Improved stewardship of resources under UNIFEM management (4.4)

80. The effective, efficient management of financial resources is key to strengthening national capacity to make progress on gender equality. In line with the commitments of its sister programmes and funds, UNIFEM will strengthen internal mechanisms for the timely allocation and distribution of programme and biennial

support budgets to its units and subregional programme offices, as well as timely redistribution of unspent resources. It will use Atlas to ensure continuous monitoring of expenditures and will hold managers accountable for meeting planned expenditure targets.

Resource base will enlarge and diversify to meet the demand for UNIFEM catalytic and technical support and strategic grant-making (4.5)

81. UNIFEM exceeded projected total contributions in the first three years of the MYFF, 2004-2007. Projections anticipated $121.3 million, while UNIFEM actually received $160 million. The number of Member States contributing increased from 40 in 2004 to 51 in 2006. However, contributions remained concentrated among a few donors, with the largest five — Spain, Sweden, United Kingdom, United States and Norway — contributing two-thirds of the total in 2006. UNIFEM core funds fell short of projections, which totalled $25 million in 2006 against a projection of $31.7 million. This trend of a higher increase in non-core than in core is consistent with what is taking place in other United Nations organizations. Between 2004 and 2006, 91 per cent UNIFEM income was comprised of from Government donors and 9 per cent from other sources.

82. In addition to enlarging the total resource base over the duration of this plan — to an estimated $405.9 million — three additional priorities are:

(a) *Secure the full amount of core funds estimated, to enhance predictability and effective planning.* UNIFEM is projecting the need for $258 million in core resources for the four-year plan. Securing multi-year pledges to the full amount would provide the Fund with an unprecedented opportunity to engage in planning with partners based on predictable resources, and to fairly test its ability to deliver on the results to which it is committed.

(b) *Diversify the resource base.* In addition to securing a greater total amount of resources from a larger number of Member States, UNIFEM hopes to secure more resources from non-traditional sources. UNIFEM plans to invest in mobilizing these sources, including through more strategic use of media and electronic communication to support grassroots fundraising; scaling up efforts with its Goodwill Ambassadors; and expanding partnerships with foundations and socially responsible private-sector sources. UNIFEM will ensure full cost recovery of indirect costs related to non-core funding and co-financing.

(c) *Expand the United Nations Trust Fund to End Violence against Women.* Part of the growth envisioned in the UNIFEM non-core resource base will be for grant-making to expand capacities and innovation so as to implement national plans to end violence against women. The Trust Fund has under-utilized absorptive capacity and could make a significant difference if its resources were increased substantially. Additionally, the momentum that General Assembly resolution A/RES/61/143 has given to United Nations inter-agency initiatives to end violence against women makes it timely to scale up the Trust Fund resources. Given growing awareness and the structures already in place to support growth of the Fund, UNIFEM envisions a scaling up of contributions to enable the Fund to grow significantly by 2011. It will work closely with the Inter-Agency Network on Ending Violence against Women.

Resource mobilization strategy

83. For UNIFEM to reach its target of doubling its total resource base — and particularly of reversing a trend of increased non-core rather than core resources — it will need to strengthen all aspects of its resource mobilization strategy significantly. A fully fleshed-out resource mobilization strategy will be developed by the beginning of 2008. It will contain a number of elements:

84. *Increase core resources* by encouraging key bilateral donors to "double and double again". The top ten bilateral donors to UNIFEM currently provide 85 per cent of its core resources. The most direct way to reach the target of $100 million in core resources would be if those donors would double their core contributions in the first two years of the strategic plan and, based on performance, double again in the second two years. This would generate approximately $80 million in core resources by 2011. The source of a further $10 million could be increased contributions from a combination of other bilateral donors and a larger number of programme country contributions. The final $10 million could be generated through grass-roots fundraising, made possible through the efforts of the UNIFEM goodwill ambassadors and strengthened national committees.

85. *UNIFEM will build the confidence of donors* that:

(a) Its capacity to be a capable steward of its resources (including reporting, delivery, etc.) is adequate;

(b) The increased resources will provide UNIFEM with the predictability to enable it to increase strategic programmatic investments and lower the proportion of management and administrative costs; and

(c) The increased resources will be used to leverage greater commitment in support of gender equality and women's empowerment from the entire United Nations system, and will enhance rather than replace the efforts of other organizations.

86. In the experience of UNIFEM, what is required to reach the goal is for *a small number of important donors to scale up significantly* (as have the governments of Spain, the United Kingdom, Norway, the Netherlands, Sweden and Italy at different points during the past decade), and generate confidence amongst their peers that a higher level of contribution can yield the desired results.

87. With regard to *non-core resources* — estimated to cumulatively total $147.5 million according to the strategic plan budget by 2011 — UNIFEM anticipates that it will receive approximately $38 million through cost-shared agreements already committed to or which UNIFEM is in the process of submitting to cover non core programming. Progress in increasing core resources will reduce the need for non core funds to address programmatic priorities. UNIFEM will, however, continue to concentrate on devising innovative fundraising strategies to secure Trust Fund contributions, including for the United Nations Trust Fund to End Violence against Women and possibly an additional Trust Fund to enable targeted grant-making to programme countries. UNIFEM will invest, in particular, in maximizing the efforts of its Goodwill Ambassador to leverage support for Trust Funds from a wide range of corporate and individual donors.

88. *Thematic funds*. UNIFEM also acknowledges that the trend to invest in non-core rather than core may be difficult to reverse. While it is not preferable, UNIFEM

is prepared to establish a set of thematic funds that are aligned with the commitments in its Strategic Plan. These funds would enable responsiveness — and hopefully more predictability — while at the same time offering donors a way of supporting that provides greater specificity in managing and reporting on their contributions.

VI. Integrated financial resources framework

89. Annex 3 contains information related to the projected integrated financial resources framework. It includes two tables.

(a) Table 1: Resource requirements for 2004-2007 and 2008-2011 illustrate the distribution of projected funds. Column 1 shows the resources that UNIFEM anticipates it will need in order to meet the objectives for the MYFF, 2004-2007; column 2 shows the anticipated distribution of resources between core and non-core resources for the strategic plan, 2008-2011, with a prediction of a rise in core funds to $100 million by 2011.

(b) Table 2: Delineates predicted use of resources amongst the various programme areas.

90. The implementation of the UNIFEM MYFF, 2004-2007, demonstrated that the demand, need and absorptive capacity exist to accommodate increased resources:

(a) Member States have endorsed goal 3 of the MDGs and acknowledged its centrality to all the other goals, and most countries have committed to implementing the Convention and Security Council resolution 1325. A significant increase in funds dedicated to these areas will be needed if the requisite focus on implementation takes shape, with far larger resources required directly by countries. As countries direct more funds to work on gender equality and women's empowerment, there will be a corresponding increase in demand for the kind of support and partnership that UNIFEM has proved that it can provide.

(b) Intensified UNIFEM technical support and advocacy, together with national partners committed to gender equality, will be needed to ensure that the ODA benefits women equally with men. National machineries for women and women's rights networks will need to improve their effectiveness as interlocutors in these processes.

(c) UNIFEM nearly doubled its total resources between its Strategy and Business Plan, 2000-2003, and its MYFF, 2004-2007. Thus, predicting another doubling has precedent. The plan stresses a shift to core resources, based on broader donor commitments to reduce the higher transaction costs required to negotiate non-core funds and to support predictable resources that enhance planning.

91. The integrated financial resource framework includes the following features:

(a) The budget has been calculated to ensure that the greatest possible amount of resources is invested in country-level activities and that regional, global and United Nations coordination activities are designed to generate results at the country level.

(b) Other resources primarily comprise those for trust funds, such as the Trust Fund to End Violence against Women (for which UNIFEM predicts a rise in resources to $50 million by 2011).

(c) The amounts have been budgeted based on estimates of the costs of outputs in the UNIFEM "development results framework" and its "managing for results framework". Costs have been derived, in most cases, from similar costs in the previous plan, taking into account indications provided in evaluations and assessments about where UNIFEM needs to strengthen its efforts to make better, more sustainable progress toward results, and calculating per-country and per-region costs going forward.

(d) The amount budgeted for national-level activities provides resources to support enhanced and sustainable capacities of national government and civil society organizations to incorporate a strong gender equality and women's empowerment perspective in National Development Strategies, policies, laws and budgets and in tracking their implementation and evaluation. It also finances initiatives related to supporting women's peace-building activities and to enhancing women's national and local political participation. (See outputs in Development Results Framework).

(e) The amount budgeted for regional activities enables UNIFEM to support sub-regional and regional strategies (by regularly linking women's national machineries together to develop a gender equality perspective on regional trade agreements or to bring partners together to undertake mutual learning on implementation of the Convention, for example), to enhance its support to regional intergovernmental and non-governmental organizations and networks (such as the African Union or the Caribbean Community and Common Market), and to regularly produce or support regionally relevant knowledge products and resources.

(f) The global support budget enables UNIFEM to undertake the global policy advisory and advocacy roles that promote progress and for which it is known; invest more in collecting and monitoring changes related to indicators; undertake more focused and substantive evaluations; track replication and "upscaling" more effectively; and regularly produce Progress of the World's Women and other knowledge products.

(g) The United Nations coordination activities budget covers the cost of coordination support activities to promote gender equality in relation to the UNDG and coordination initiatives related to peace and security. It allows UNIFEM to support the UNDG Task Team on Gender Equality to complete its work plan. It provides for a strategic number of gender equality experts focused on strengthening inter-agency coordination to be based in United Nations regional centres and in UNIFEM subregional offices, as well as the ability to field consultants on an as-needed basis in order to enhance the gender-equality dimension of coordination initiatives at the national, regional and global levels.

VII. Monitoring, reporting and evaluation

92. Monitoring, reporting and evaluation will be guided by the goals and goal indicators; outcomes and outcome indicators; and selected outputs and output

indicators in the development results framework and the managing for results framework.

Monitoring and reporting

93. One flaw in the MYFF, 2004-2007, which will be addressed in the present strategic plan, was inadequate baseline data. UNIFEM envisions gathering a focused, strategic set of baseline data during the first year of the strategic plan against which to generate annual progress reports and compile better information on cumulative results.

94. UNIFEM will assess progress on development results and management results annually to ensure that the organization is on track, identify mid-course corrections or changes in the overall results framework needed, and identify capacity and other gaps that need to be filled. Based on current UNIFEM reporting processes, annual reports will be reviewed with the UNIFEM Consultative Committee, will be made available to the UNDP/UNFPA Executive Board, and will form the basis for the annual report of the Secretary-General to the General Assembly on UNIFEM activities. With regard to its formal report to the Executive Board, UNIFEM will align its reporting schedule, and the structure and content of its reports, with those of UNDP and UNFPA. In addition to performance reporting, UNIFEM hopes, by 2009, to publish *Progress of the World's Women* annually, as a key vehicle for communicating lessons that UNIFEM and its partners are learning about how to support country-level innovation and progress on advancing women's empowerment and gender equality.

95. UNIFEM made concrete progress during the period of the MYFF, 2004-2007, in strengthening staff capacity to undertake results-based, rights-based monitoring and reporting, but additional and continuous investment in capacity and internal systems development is needed. UNIFEM benefits from larger investments in both systems and capacity development made by partners such as UNDP and UNFPA. In addition, UNIFEM must invest more of its own resources to ensure that its capacities and systems are relevant to its own operations. A key priority is to establish an electronic tracking and monitoring system that allows for more flexible, in-depth analysis of UNIFEM contributions to progress towards results by region, by thematic area, and by strategy, in tandem with continuous capacity-building of staff and partners.

Coordinated, decentralized and independent evaluation

96. Evaluation is the cornerstone of UNIFEM capacity to support continuous improvement and substantiate effective strategies to achieve gender equality. In addition to tracking progress according to the indicators in its results frameworks, UNIFEM will annually compile information from evaluations, assessments, surveys and process documentation to add more qualitative information about how it is contributing to results and about its performance. In particular, UNIFEM envisions upgrading its evaluation capacities, systems and policies.

97. UNIFEM will strengthen and sharpen the focus of its evaluation policy to provide methodological guidance on evaluation that is gender-responsive, rights-based and responds to key elements of the strategic plan, 2008-2011. UNIFEM will align its monitoring and evaluation practice with the UNEG evaluation norms and standards in order to establish systems and processes that will facilitate:

(a) independent, high quality evaluations; (b) management responses to evaluation recommendations; and (iii) effective learning from evaluations.

98. The present strategic plan emphasizes strengthening the UNIFEM role as a catalyst, and its commitment to generating concrete evidence and knowledge on the "how to" of gender equality. The evaluation policy will provide guidance on using evaluations to strengthen the analytical base for making strategic decisions, foster the replication and scaling up of catalytic and innovative initiatives, and build a body of evidence to support advocacy and the provision of policy advice and technical expertise on gender equality and women's empowerment.

99. To strengthen the evaluation function and ensure its independence and quality, UNIFEM will create an independent evaluation unit with a small team of professional staff and a central fund dedicated to strategic, thematic and joint evaluations of corporate significance. The unit will provide high-quality support and technical backstopping to enhance UNIFEM evaluation activities undertaken by subregional or programme offices, and will compile an annual synopsis of learning emerging from all UNIFEM-supported and relevant partner evaluations.

100. UNIFEM will strengthen the capacities of its staff and external partners for planning and managing evaluations from a gender and human rights perspective. As part of its strategy for building national capacities in evaluations, UNIFEM will continue to support evaluation networks such as AfrEA, the Africa Gender and Development Evaluators Network and other networks in developing countries.